

Third Party Evaluation Report 2015
Ministry of Foreign Affairs of Japan

Evaluation of Japan's Assistance for Pacific Island Countries

February 2016

Japan Economic Research Institute Inc.

Preface

This report, under the title of Evaluation of Japan's Assistance for Pacific Island Countries, was undertaken by Japan Economic Research Institute Inc. (JERI) entrusted by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal year 2015.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to the development of partner countries, and has contributed to bringing solutions for international issues which vary over time. Recently, in both Japan and the international community, implementing ODA requires higher effectiveness and efficiency. MOFA has been conducting ODA evaluations every year, of which most are conducted at the policy level with two main objectives: to improve the management of ODA; and to ensure its accountability. The evaluations are conducted by third parties, to enhance transparency and objectivity.

This evaluation study was conducted with the objective of reviewing Japan's overall policies on assistance to Pacific island countries, drawing on lessons from this review to make recommendations for reference in policy planning and its effective and efficient implementation of future assistance to the said countries by the Government of Japan, and ensuring accountability by making the evaluation results widely available to the general public.

Izumi Kobayashi, Professor of Osaka Gakuin University, and President of the Pacific Islands Association (PIA) served as a chief evaluator to supervise the entire evaluation process, and Noriyuki Segawa, Associate Professor of Osaka Gakuin University served as an advisor to share his expertise on Pacific Island Countries. They have made enormous contributions from the beginning of the study to the completion of this report. In addition, in the course of this study both in Japan and in Fiji and Tuvalu, we have benefited from the cooperation of MOFA, Japan International Cooperation Agency (JICA), and the local ODA Task Force, as well as government agencies in Fiji and Tuvalu, donors, and non-governmental organizations (NGOs). 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 options expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

February 2016

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Note: This English version of the Evaluation Report is a summary of the Japanese Evaluation Report of 'Evaluation of Japan's Assistance for Pacific Island Countries'.

Evaluation of Japan's Assistance for Pacific Island Countries (Brief Summary)

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- Consultant: Japan Economic Research Institute Inc.

Period of the Evaluation Study: July 2015 - February 2016

Field Survey Countries: Republic of Fiji and Tuvalu



Source: Website of the Ministry of Foreign Affairs¹

Background, Objectives and Scope of the Evaluation

Pacific island countries have difficulties in terms of development due to their geographically scattered, narrowly-based economy and remote location, and in addition, the environmental issues are worsening in the recent years. For long years, Japan has implemented ODAs in the Pacific islands, where problems caused by the region's particularity or issues to be addressed by the whole region, still remain. This evaluation study was conducted on Japan's assistance policy to Pacific island countries since 2008, in order to review its achievements and to draw the lessons to be learned and make recommendations for effective and efficient implementation of future assistance. As for this evaluation, Fiji and Tuvalu were chosen as case study subjects from the fourteen Pacific island countries, where the site surveys took place while giving a broad overview of the region.

Brief Summary of the Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

The assistance policies in Japan for Pacific island countries are consistent with the development policies/needs in Pacific island countries, Japan's high-level ODA policies (Development Cooperation Charter, Japan's ODA Charter, and priority areas of the cooperation adopted at the Pacific Islands Leaders Meeting (PALM), global issues (climate change, disaster risk reduction, etc.)). In addition, Japan's assistance has high comparative advantages. Therefore, the relevance of the policies is high.

(2) Effectiveness of Results

Japan's assistance has not necessarily brought about the macro-level impact in all fields of all the countries, but have played important roles in overcoming the development issues which the island countries have had. It was found in some of the projects that those have resolved most of the issues in a particular sector in the island countries. As for the areas of the assistance,

¹ <http://www.mofa.go.jp/mofaj/press/pr/wakaru/topics/vol89/>

cooperation was implemented in various ways, mainly by ODA, in the priority areas announced at PALM. Therefore overall, Japan's assistance has largely contributed to resolving the development challenges that the island countries are facing. The evaluation results of individual cooperation projects show that most of those projects were implemented effectively. Therefore, the level of how these countries have overcome their development issues and contribution of Japan's assistance are generally high.

(3) Appropriateness of Processes

Japan's ODA projects in Pacific island countries were decided through coordination with respective countries, as well as processes of integrating opinions expressed in meetings held at various levels. In Japan, formulation of the assistance policies and implementation of the assistance are realized based on the opinion exchange between ministries, other relevant organizations and private parties. Therefore, the appropriateness of the processes is high.

● Diplomatic Viewpoints

Japan's assistance to Pacific island countries has contributed to the promotion of diplomacy of Japan. In particular, the area, theme, and the amount of assistance were clearly set in the Pacific Islands Leaders Meeting, and concrete policies were shared among the leaders of the nations. Additionally, Japan's assistance has been well acknowledged by the recipient countries. Impacts of the support by the "people" through the technical cooperation or volunteer activities are large.

Recommendations

(1) Continuing the Assistance to the Island Countries from a Comprehensive Perspective

When considering the assistance to Pacific island countries, it is important that the Ministry of Foreign Affairs not only focuses on the efficiency of aid or the scale of beneficiaries but also provides sustainable assistance to small island countries having difficulties in achieving fully-sustainable economic self-reliance from a broader perspective including the political and social significance of diplomacy. (2) Implementation of Assistance to Encourage the Private Sector Involvement

It is important for Japan and the Pacific island countries to utilize ODA as a catalyst for promoting concrete approaches to strengthen trade, investment and tourism by the private sector.

(3) Implementation of Assistance to Sustain Project Effects

A) Given the chronic issues of the island countries such as an outflow of human resources and insufficient government budget, it is desirable to construct durable facilities with easy maintenance, or plan a project to encourage operation and maintenance by the private sector after the completion of the assistance project.

B) It is necessary to provide a long-term technical cooperation for skill development, by keeping in mind the small population and outflow of human resources in island countries.

(4) For implementing the declaration of PALM 7 and for formulating the visions for PALM 8

A) It is effective to implement projects to rehabilitate the infrastructure facilities assisted in the past in order to strengthen resiliency against natural disasters.

B) It is desirable to promote interaction or businesses of the private sector in trade, investment and tourism, through utilization of ODA when necessary, in collaboration with the Pacific Islands Centre.

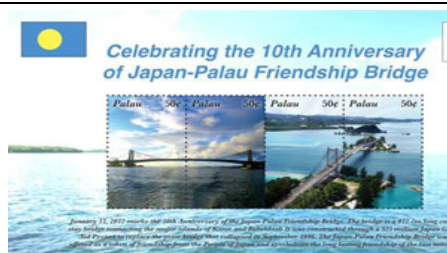
C) Enhancing the effects of the assistance itself requires establishing criteria or indicators for measuring the effects at the policy level, and objectively assessing the contents of the cooperation by the previous PALM.

D) It is also essential to "visualize Japan's aid" while improving the quality of the assistance in

human resource development, etc. , in order to enhance the effect of the assistance.



Japan-Pacific ICT Centre (Fiji)



10th anniversary commemorative postage stamp of the Japan-Palau Friendship Bridge

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Chapter 1 Implementation Policy of the Evaluation

1-1 Evaluation Background and Objectives

Pacific island countries considerably vary in their scale of nation/economy, natural resources, development of social infrastructure, capacities of the government to plan and implement development projects and to bear current expenses. Since their land are splintered across a wide area (geographically splintered), their domestic market are small (narrowly-based economy), and physically remote from the international market (remoteness), these countries have difficulties in development. Furthermore, the impacts of the global environmental problems such as climate change and sea level rise are becoming more serious. Under such circumstances Japan is currently cooperating with the Pacific Islands Forum (PIF) in order to support the self-reliant economic development of Pacific island countries and to strengthen the bilateral relationship between Japan and these countries. Since 1997, Japan is holding the Pacific Islands Leaders Meeting (PALM) every three years to exchange opinions with the leaders of Pacific island countries. At the 6th Pacific Islands Leaders Meeting of 2012, the following five pillars of the cooperation were formulated; (1) response to natural disasters, (2) environment and climate change, (3) sustainable development and human security, (4) people-to-people exchanges, and (5) maritime issues, based on which the cooperation has been implemented. Japan has provided ODA to Pacific island countries for long years and it has been highly appreciated. However, these countries have various issues that are unique to their area and they face difficulties in implementing development projects due to the severe climate conditions or limited capacity of facility maintenance due to lack of human resources. In addition, there are yet issues to be addressed in the entire region such as a global environment issue (e.g. climate change), transportation, communication, etc.

This evaluation study was conducted to acknowledge the achievements of Japan's assistance and to draw lessons to be learned and make recommendations for effective and efficient implementation of future assistance, by conducting overall assessment of Japan's assistance policy to Pacific island countries since the previous evaluation (2008) and by choosing two countries, Fiji and Tuvalu as the case study countries. In this study, the challenges and needs to formulate and implement ODA projects in Pacific island countries were also reviewed, aiming at making useful recommendations for Japan's assistance after the 7th Pacific Islands Leaders Meeting held in May 2015.

1-2 Subject of the Evaluation

While having a broad overview of the fourteen Pacific island countries, the study team conducted a field survey in Fiji and Tuvalu for in-depth evaluation. Fiji is the ideal country for gathering information on the assistance trend in the entire region, because it is a hub with its large economy in the region and there are offices of international organizations and bilateral donors serving as a base for many regional projects. Tuvalu is an atoll island country, which was not visited in the previous evaluation study. It faces various challenges for its development including high population density in

the capital, worsening coastal environment due to changes in lifestyle (as well as damages caused by sea level rise), and waste management issues. Conducting a field survey in a highly vulnerable country in need of continuous assistance and analyzing the achievements and challenges of Japan's recent assistance there were useful in terms of analyzing the effects and future approaches of Japan's assistance for a country with challenges that are consistent with the priority areas of Japan's assistance policy, such as "environment and climate change" and "overcoming vulnerability", as well as in terms of analyzing the effects of the assistance to a small island country.

Since there are fourteen countries in Oceania with different economic and social situations, it is not easy to generalize them as one. Thus, this evaluation study categorized these countries into four groups. This classification is not clearly based on the development potential of respective island country; rather this classification was made for providing a viewpoint to avoid generalization of Pacific island countries with different economic situations from one another. Therefore the classification may be rough, and is not necessarily based on a certain exact standard.

Table 1-1. Classification of Pacific island countries by the development potential

Characteristics by development potential	countries	
Country expected for economic growth with rich resources, and having influence within the region	Papua New Guinea	
Country with a relatively large economy, and having large influence within the region	Fiji	
Country in need of assistance for some time, but is expected to achieve sustainable economic self-reliance in the future	Solomon Islands, Vanuatu, Samoa, Tonga	
Highly vulnerable country with difficulties in achieving fully-sustainable economic self-reliance and in need of continuous assistance	Under the Compact of Free Association with the US	Federated States of Micronesia, Marshall Islands, Palau
	In free association with New Zealand	Cook Islands, Niue
	Others (countries depending on trust fund and remaining phosphate rock resources)	Kiribati, Tuvalu, Nauru

When viewing the Pacific islands from geographical and ethnical classification, the countries are generally classified into three regions: Melanesia, Polynesia, and Micronesia. In the region of Melanesia are Papua New Guinea, Solomon Islands, Vanuatu and Fiji, and Samoa, Tonga, Cook Islands, Niue and Tuvalu are located in the Polynesia region. The Micronesian region consists of the Federated States of Micronesia, Marshall Islands, Palau, Kiribati and Nauru. When comparing the development potentials to the geographical classification, the region of Melanesia has a high

potential of development for the relatively rich resources and economic scale. On the other hand, the region of Micronesia has many atolls and thus is considered low potentials for development. The region of Polynesia stands more or less in between, but is also considered that in general has many countries having difficulty for development.

Since the previous ODA evaluation in 2008, Japan's assistance to the Pacific islands with the above mentioned characteristics have been conducted based mainly on the priority areas announced at PALM 5(Japan announced that it would provide a total of 50 billion yen of assistance in three years mainly focusing on “environment and climate change”, “overcoming vulnerabilities and promoting human security” and “enhancing people-to-people exchange”) and PALM 6. Therefore, this evaluation study reviewed Japan's ODA cooperation based on these priority areas with the aim of drawing recommendations and lessons to be learned from the evaluation result, for implementation of cooperation in the priority areas points declared in the Fukushima Iwaki Declaration - “Building Prosperous Future Together”, of PALM 7; namely, (1) disaster risk reduction, (2) climate change, (3) environment, (4) people-to-people exchanges, (5) sustainable development (including human resource development), (6) oceans, marine issues and fisheries, (7) trade, investment and tourism.

However, the evaluation team was aware of the following points on the scope of the evaluation and implementation of Japan's assistance to Pacific island countries, when conducting the evaluation based on the above mentioned classification and priority areas of the assistance provided to the island countries. The evaluation study focuses on the ODA field in general, and paid attention to the role of the assistance in an economic structure that is common more or less in many island countries. The economic structure in the Pacific, particularly small island countries of Polynesia and Micronesia, is often expressed as “MIRAB”. MIRAB, which stands for Migration, Remittances, Aid and Bureaucracy, was put forward by a scholar from New Zealand in 1985 as a concept model of the characteristics of a small island economy. In this concept, “aid” is considered as a factor in the development of an island's economy. Other unique characteristics are represented by the large share of remittance from the migrants in developed countries within the Pacific Rim, and the “government” being the dominant employer in the labor market. Therefore it is important to be aware that the “aid”, subject to this evaluation, is a “necessary” factor for the development of the island countries, but is not “sufficient”. On the other hand, Melanesia has a relatively larger population and area compared to the other nations in the region, and also migration and remittance are not so outstanding with the former colonizing nations, therefore does not fit in the MIRAB model. For these reasons, MIRAB is generally used to represent the economic structure of small island countries.

Table 1-1 clearly shows that many of Pacific island countries are considered to be in need of continuous assistance for their high vulnerability to environmental and economic changes, as well as limited chances of achieving fully-sustainable and self-reliant economic development. Especially for small island countries, development strategy for modernization, industrialization and transition to market economy based on a traditional economy development model cannot be adopted. It is considered that maintaining and developing the factors of MIRAB on the foundation of a traditional

subsistence economy would lead to improvement of the economical vulnerability and diversification of the economic structure to a certain extent. That being said, provision of ODA is generally expected to contribute to the promotion of economic development that would lead to the achievement of economic self-reliance of the recipient countries in the medium/long-term. However, it would be difficult to expect such achievement of sustainable economic self-reliance in many Pacific island countries. Nevertheless, Pacific island countries are very important partners as they are traditionally neighbors friendly to Japan and often support Japan in the international society, with its regional strategic importance of provision of fishery resources as well as sea routes for transportation of energy resources. Furthermore, in addition to the conventional donors, new donors are also starting or enhancing their assistance to Pacific island countries. It is important to be aware that the assistance of Japan is conducted from such strategic perspectives.

1-3 Methodology of the Evaluation

1-3-1 Evaluation Framework and Analytical Methods

The evaluation was conducted in a comprehensive manner, by three viewpoints, that is, “Relevance of Policies”, Effectiveness of Results”, and “Appropriateness of Processes” from the development viewpoint, in accordance with the “ODA Evaluation Guidelines 9th Edition (May 2015)” issued by the Ministry of Foreign Affairs, and based on the five evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability) by the Development Assistance Committee of Organisation for Economic Co-operation and Development (OECD-DAC). In addition, evaluation from the diplomatic perspectives was attempted, taking into consideration the point of view of the national interest.

The contents of the study for each criterion are as follows.

(1) Relevance of Policies

Regarding the relevance of policies, the study was to confirm the similarities of the fourteen Pacific island countries, and to conduct detailed analysis on Fiji and Tuvalu, the countries where site surveys were conducted. The team studied the relevance of Japan’s assistance policies in terms of (1) consistency with the development policies/needs in Pacific island countries, (2) consistency with Japan’s high-level ODA policies (Development Cooperation Charter, Japan’s ODA Charter and priority areas of the cooperation adopted at the PALM), (3) consistency with the global issues (climate change, disaster risk reduction, etc.), and (4) comparative advantage of Japan.

(2) Effectiveness of Results

As to the effectiveness of the results, the degree of contribution of Japan’s assistance was assessed and the effects and challenges by country/region and by priority areas were grasped, through a cross-cutting analysis of the results of Japan’s bilateral and regional assistance projects in the region.

(3) Appropriateness of Process

As to the appropriateness of the process, the processes of the assistance were reviewed and studied, which include; process of deciding the priority areas at PALM, process of formulating the Country Assistance Policy/Rolling Plan, process of formulating Japan's assistance policy for Pacific island countries, and process of information exchange between Japan and the governments of respective countries and aid coordination with other donors.

(4) Evaluation from Diplomatic Viewpoints

As for the evaluation of Japan's assistance to Pacific island countries from a diplomatic viewpoint, the study team analyzed the diplomatic significance and impacts from political and social aspects, in terms of the role played and the presence secured by Japan, and how they have contributed to the enhancement of Japan's diplomacy. Specifically, the evaluation team studied how Japan's assistance to Pacific island countries is rated at PALMs, or how well Japan's assistance is acknowledged in the recipient countries, as well as the impacts of the support by the "people" through technical cooperation or volunteer activities.

Rating of the three evaluation viewpoints were conducted based on the above mentioned guideline of the Ministry of Foreign Affairs. Evaluation items for each evaluation viewpoint are as shown in the following table.

Table 1-2 Rating Scale for the Evaluation from Development Viewpoints

Evaluation/study item	Rating scale
<u>Relevance of Policies</u>	Very high
(1) Consistency with the development policies/needs in Pacific island countries	High
(2) Consistency with the high-level ODA policies of Japan	Moderate
(3) Consistency with the internationally prioritized issues	Marginal
(4) Comparative advantages of Japan	
<u>Effectiveness of Results</u>	Very high
(1) Progress in overcoming development issues	High
(2) Level of contribution from Japan's assistance	Moderate
	Marginal
<u>Appropriateness of Processes</u>	Very high
(1) Appropriateness of process of formulating assistance policies	High
(2) Appropriateness of process of implementing the assistance	Moderate
(3) Appropriateness of implementation system of the assistance	Marginal
(4) Collaboration with other donor countries and international organizations	

Source: Created based on page 45, "Evaluation Items and Rating Scale (Example)" of ODA Evaluation Guidelines 9th Edition (May 2015) issued by the Ministry of Foreign Affairs

1-3-2 Procedure for Evaluation

This evaluation was conducted from July 2015 to February 2016. During this study period, review meetings were held four times between ODA Evaluation division, the Minister's Secretariat of Ministry of Foreign Affairs, Country Assistance Planning Division I of International Cooperation Bureau, Oceania Division of Asian and Oceanian Affairs Bureau, and the members of Japan International Cooperation Agency (JICA).

The specific procedure of the evaluation is as shown below.

(1) Preparation of Evaluation Plan

The evaluation team developed an evaluation implementation plan (evaluation design) including the purpose of the evaluation, subject, method of evaluation, work schedule, and, as for Fiji and Tuvalu which are subject to the evaluation, Framework of Objectives in Japan's ODA (see page 10)

and evaluation framework were created, which were discussed and finalized in the review meeting with relevant organizations and departments.

Evaluation Framework (Fiji)

Scope: Evaluation of Japan's Assistance for Pacific Island Countries (Fiji)				Duration: FY2008-FY2014	
Evaluation item		Details (indicators)		Written sources of information	Human and organizational sources of information
Relevance of Policies	1. Consistency with Japan's ODA policy	<p>Is there consistency with Japan's ODA Charter, Development Cooperation Charter, Medium-Term policy on ODA, the Islanders' Hokkaido Declaration and the Okinawa "Kizuna" Declaration?</p> <ul style="list-style-type: none"> How consistent is Japan's assistance policy for Fiji with Japan's ODA Charter, Development Cooperation Charter and Medium-Term Policy (how closely does it match the content of Japan's high-level ODA policies and the Approach to ODA for Fiji)? Investigate consistency with priority issues from PALM 5 and 6 and priority areas for cooperation for Fiji (compare documents for both) 	Japan's ODA Charter Development Cooperation Charter Medium-Term Policy on ODA Declarations from PALM 5-7 Japan's ODA Data by Country	The documents to the left MOFA, JICA Experts	
	2. Consistency with the development needs in Fiji	<p>Is there consistency with the Fiji Strategic Development Plan (SDP) 2007-2011 and the Roadmap for Democracy and Sustainable Socio-Economic Development (RDSSD) 2011-2014?</p> <ul style="list-style-type: none"> Overall, how consistent is Japan's assistance for Fiji with Fiji's development strategies (how does Japan's assistance rank in reviews of individual development strategies)? How consistent are priority areas of Japan's assistance for Fiji with its development strategies (how closely do the amounts and ratios of assistance given for the priority areas match with the priority of Fiji's development strategies)? 	Fiji Strategic Development Plan (SDP) 2007-2011 Roadmap for Democracy and Sustainable Socio-Economic Development (RDSSD) 2011-2014 Country Assistance Policy for Fiji Rolling Plan for Fiji Japan's ODA Data by Country	The documents to the left MOFA, JICA Fijian government (particularly the Office of the Prime Minister) Experts (Professor Azuma from the University of KINDAI-Himeji, for example)	
	3. Consistency with worldwide priority issues	<p>Are there any inconsistencies with worldwide priority issues?</p> <ul style="list-style-type: none"> Is Japan's assistance policy for Fiji consistent with the Framework for Pacific Regionalism and the Pacific Plan formulated after discussion among and under ownership of the nations in the region? Is there consistency with other development priority issues on a global scale? 	Pacific Plan, Framework for Pacific Regionalism Japan's ODA Data by Country Project database (Fiji) Millennium Development Goals, World Development Report, Human Development Report, etc.	The documents to the left MOFA, JICA Pacific Islands Forum (PIF) Fijian government (National Disaster Management Office, etc.)	
	4. Relationship with other donors	<p>Does Japan's assistance 'fit in well with the assistance from other donors? In what ways do the characteristics and advantages of Japan's assistance stand out?</p> <ul style="list-style-type: none"> What does Japan's assistance policy have in common with principal donors in Fiji? How is it different? Is it complementary (how well does it fit in with written strategies of other donors)? What kind of balance is struck between differences in donors' priority areas and the development strategies of the Fijian government? How much progress has been made with regard to the content of the joint declaration made by Australia and New Zealand at PALM? 	Principal donors' assistance strategies for individual regions and countries	The documents to the left MOFA, JICA, PIF Fijian government (Office of the Prime Minister, etc.) Australia, New Zealand, UNDP and other UN agencies, ADB and other principal donors	

Effectiveness of Results	<p>1. Progress in overcoming development issues</p> <p>2. Level of contribution from Japan's assistance</p>	<p>To what extent have Fiji's development issues been overcome due to aid policy for Fiji and Pacific Island countries and its implementation?</p> <ul style="list-style-type: none"> How has Japan's assistance contributed to solving the issues in Fiji? What kinds of results has it produced (qualitative, quantitative)? <p>How much progress has been made on priority issues amid assistance to Fiji?</p> <ul style="list-style-type: none"> Have individual projects formed in line with priority areas in assistance to Fiji produced sufficient results in line with objectives? <p>Health: Level of improvement of vaccination rates, condition of strengthening vaccine control systems and of improving human development for health nurses in rural areas and on remote islands, etc.</p> <p>Education: Condition of expanding and enhancing telecommunications technology and distance learning environments, condition of improvement of educational infrastructure, improvement of arithmetic and mathematics education, and the cultivation of aesthetic sensitivity</p> <p>Environment and disaster risk reduction: Condition of establishment of natural disaster early warning network, improvement of weather forecaster capacities, and improvement of community disaster risk reduction systems; development of renewable energy and improvement of technology to use it</p> <p>Control and reduction of volume of waste generated, promotion of reuse</p> <p>Regional poverty reduction: Improvement of livelihoods in rural areas and on remote islands</p> What kinds of improvement (outcomes, impact) are visible as a result of the implementation of individual projects? Do they lead to results at the macro level? 	<p>Social and economic indicators</p> <p>Written reviews of development strategies</p>	<p>The documents and indicators to the left</p> <p>Fijian government (Office of the Prime Minister's office, Ministry of Strategic Planning, Ministry of Foreign Affairs)</p> <p>MOFA, JICA</p>
Appropriateness of Processes	1. Formulation	<p>Were assistance policy and projects for Fiji formulated according to appropriate processes?</p> <ul style="list-style-type: none"> In the course of formulating assistance policy and projects for Fiji, was sufficient information shared with relevant people, were they involved in analysis, and were agreements reached with them? Were assistance policy and projects for Fiji formulated in ways that accounted for the distinctness of Fiji? Were assistance policy and projects for Fiji implemented in line with appropriate decision-making processes? 	<p>Various evaluation reports</p> <p>Minutes from discussions between relevant people</p> <p>Minutes of policy consultations</p>	<p>The documents to the left</p> <p>MOFA, JICA</p> <p>Local ODA task force</p> <p>Fijian government (Office of the Prime Minister, etc.)</p> <p>PIF Secretariat</p> <p>Australia, New Zealand, UNDP and other principal donors</p>

	2. Implementation	<p>Was assistance for Fiji implemented according to appropriate processes?</p> <ul style="list-style-type: none"> Were approaches to issues in the four priority areas implemented (what is the state of project implementation)? Was assistance implemented upon sufficient exchange of opinions and understanding between Japan and Fiji through policy consultations and individual sector meetings? Are processes to fully understand the progress of project implementation being carried out regularly? How was collaboration with other donors pursued (how often were discussions held, and how was the collaborative relationship)? 	<p>Minutes of meetings between two countries</p> <p>Minutes of meetings with donors</p> <p>Individual project implementation reports</p> <p>Various evaluation reports</p>	<p>The documents to the left</p> <p>MOFA, JICA</p> <p>Fijian government (Office of the Prime Minister, agencies on individual projects, etc.)</p> <p>Australia, New Zealand, UNDP and other principal donors</p>
	3. Implementation system of the assistance	<p>Has a system for implementing assistance to Fiji been formulated?</p> <ul style="list-style-type: none"> Are the implementation systems of MOFA and the ODA task force consisting of the Embassy of Japan in Fiji, the JICA Fiji Office and the OFCF Fiji Office adequate? Was the assistance operated through a whole-of-a-country approach? Was that operation effective? 	<p>Minutes from ODA task force meetings</p> <p>Various study and evaluation reports</p>	<p>The documents to the left</p> <p>MOFA, JICA</p> <p>Fijian government (Office of the Prime Minister, agencies on individual projects)</p> <p>Private corporations (individual projects)</p>
	4. Collaboration with other donors and international agencies	<p>Was collaboration with other donors in the course of formulating and implementing plans for assistance to Fiji implemented according to appropriate processes?</p> <ul style="list-style-type: none"> How was collaboration with other donors implemented through the processes of formulating and implementing policy and projects? How appropriate was this collaboration toward effectively and efficiently implementing Japan's assistance? 	<p>Individual project implementation reports</p> <p>Various evaluation reports</p> <p>Minutes of meetings with donors</p>	<p>The documents to the left</p> <p>MOFA, JICA</p> <p>Australia, New Zealand, UNDP and other principal donors</p> <p>Donors who collaborated on principal projects</p>
	Evaluation from Diplomatic Viewpoints			
	1. Diplomatic Importance	<p>How could Japan's role and presence in the global community's assistance to Pacific Island countries promote Japanese diplomacy?</p> <p>① Politically</p> <ul style="list-style-type: none"> Strengthening of relationships between partner countries Importance of geopolitical positioning Deepening of diplomacy <p>② Socially</p> <ul style="list-style-type: none"> Sharing fundamental values 	<p>Official documents of outcomes</p> <p>PALM</p>	<p>MOFA, JICA</p> <p>Fijian government (Office of the Prime Minister, ministries and agencies involved in projects)</p>

2. Diplomatic Impact	<p>① Politically</p> <ul style="list-style-type: none"> • Was Japan able to lead in meetings regarding the global community's assistance to Pacific Island countries? • Was there any connection to improving Japan's presence? <p>② Economically</p> <ul style="list-style-type: none"> • Strengthening of economic relations <p>③ Socially</p> <ul style="list-style-type: none"> • Promotion of friendly relations between partner countries • Improvement of feelings toward Japan <p>④ Other</p> <ul style="list-style-type: none"> • Non-official human interaction 	Official documents of PALM outcomes Minutes from consultations with key people, etc.	MOFA, JICA Fijian government (Office of the Prime Minister, ministries and agencies involved in projects) JOCV/SV, etc.
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Note: "MOFA" in the "Human and organizational sources of information" column refers to the Japanese Ministry of Foreign Affairs and the Embassy of Japan in the Republic of Fiji;
"JICA" refers to JICA Headquarters and the JICA Fiji Office.

Evaluation Framework (Tuvalu)

Scope: Evaluation of Japan's Assistance for Pacific Island Countries (Tuvalu)			Duration: FY2008-FY2014		
Evaluation item		Details (indicators)		Human and organizational sources of information	
		Written sources of information			
Relevance of Policies	1. Consistency with Japan's ODA policy	<p>Is there consistency with Japan's ODA Charter, Development Cooperation Charter, Medium-Term policy on ODA, the Islanders' Hokkaido Declaration and the Okinawa "Kizuna" Declaration?</p> <ul style="list-style-type: none">How consistent is Japan's assistance policy for Tuvalu with Japan's ODA Charter, Development Cooperation Charter and Medium-Term Policy (how closely does it match the content of Japan's high-level ODA policies and the Approach to ODA for Tuvalu)?Investigate consistency with priority issues from PALM 5 and 6 and priority areas for cooperation for Tuvalu (compare documents for both)	<p>Japan's ODA Charter Development Cooperation Charter Medium-Term Policy on ODA Declarations from PALM 5-7 Japan's ODA Data by Country</p>	<p>The documents to the left MOFA, JICA Experts</p>	
	2. Consistency with the development needs in Tuvalu	<p>Is there consistency with Tuvalu's National Strategy for Sustainable Development (2005-2015)?</p> <ul style="list-style-type: none">Overall, how consistent is Japan's assistance for Tuvalu with Tuvalu's development strategies (how does Japan's assistance rank in reviews of individual development strategies)?How consistent are priority areas of Japan's assistance for Tuvalu with its development strategies (how closely do the amounts and ratios of assistance given for the priority areas match with the priority of Tuvalu's development strategies)?	<p>National Strategy for Sustainable Development: 2005-2015 Tuvalu and Secretariat of the Pacific Community Joint Country Strategy 2008-2012 Country Assistance Policy for Tuvalu Rolling Plan for Tuvalu Japan's ODA Data by Country</p>	<p>The documents to the left MOFA, JICA Tuvaluan government</p>	
	3. Consistency with worldwide priority issues	<p>Are there any inconsistencies with worldwide priority issues?</p> <ul style="list-style-type: none">Is Japan's assistance for Tuvalu consistent with the Framework for Pacific Regionalism and the Pacific Plan formulated after discussion among and under ownership of the nations in the region?Is there consistency with other development priority issues on a global scale?	<p>Pacific Plan, Framework for Pacific Regionalism Japan's ODA Data by Country Millennium Development Goals, World Development Report, Human Development Report, etc.</p>	<p>The documents to the left MOFA, JICA Pacific Islands Forum (PIF) Tuvaluan government</p>	
	4. Relationship with other donors	<p>Does Japan's assistance fit in well with the assistance from other donors?</p> <p>In what ways do the characteristics and advantages of Japan's assistance stand out?</p> <ul style="list-style-type: none">What does Japan's assistance policy have in common with principal donors in Tuvalu? How is it different? Is it complementary (how well does it fit in with written strategies of other donors)?What kind of balance is struck between differences in donors' priority areas and the development strategies of the Tuvaluan government?How much progress has been made with regard to the content of the joint declaration made by Australia and New Zealand at PALM?	<p>Principal donors' assistance strategies for individual regions and countries</p>	<p>The documents to the left MOFA, JICA, PIF Tuvaluan government Australia, New Zealand, UNDP and other UN agencies, ADB and other principal donors</p>	
	Effective ness of Results	1. Progress in overcoming development issues	<p>To what extent have Tuvalu's development issues been overcome due to assistance policy for Tuvalu and Pacific Island countries and its implementation?</p> <ul style="list-style-type: none">How has Japan's assistance contributed to solving the issues in Tuvalu? What kinds of results has it produced (qualitative, quantitative)?	<p>Social and economic indicators Written reviews of development strategies</p>	<p>The documents and indicators to the left Tuvaluan government MOFA, JICA</p>

	2. Level of contribution from Japan's assistance	<p>How much progress has been made on priority issues amid assistance to Tuvalu?</p> <ul style="list-style-type: none"> Have individual projects formed in line with priority areas in assistance to Tuvalu produced sufficient results in line with objectives? Climate change: Condition of coastal erosion countermeasures, disaster response capacity improvement, etc. Environment conservation: Condition of control over waste discharge volume Strengthening of education: Condition of higher education facilities and systems Improvement of health and medical services: Condition of communicable disease countermeasures, health care facilities and their improvement Sustainable economic development: Condition of transportation and communications infrastructure, non-technical support Enhancement of governance: Formulation and support for enactment of development policy What kinds of improvement (outcomes, impact) are visible as a result of the implementation of individual projects? Do they lead to results at the macro level? 	<p>Project database</p> <p>Various evaluation reports</p> <p>Human Development Reports, etc.</p>	<p>The documents and resources to the left</p> <p>MOFA, JICA</p> <p>Tuvaluan ministries and government agencies (that differ depending on the project being studied)</p> <p>Australia, New Zealand, UNDP and other principal donors</p> <p>Experts and JOCV/SV involved in the projects being studied</p>
Appropriateness of Processes	1. Formulation	<p>Were assistance policy and projects for Tuvalu formulated according to appropriate processes?</p> <ul style="list-style-type: none"> In the course of formulating assistance policy and projects for Tuvalu, was sufficient information shared with relevant people, were they involved in analysis, and were agreements reached with them? Were assistance policy and projects for Tuvalu formulated in ways that accounted for the distinctness of Tuvalu? Were assistance policy and projects for Tuvalu implemented in line with appropriate decision-making processes? 	<p>Various evaluation reports</p> <p>Minutes from discussions between relevant people</p> <p>Minutes of policy consultations</p>	<p>The documents to the left</p> <p>MOFA, JICA</p> <p>Local ODA task force</p> <p>Tuvaluan government (Office of the Prime Minister, etc.)</p> <p>PIF Secretariat</p> <p>Australia, New Zealand, UNDP and other principal donors</p>
	2. Implementation	<p>Was assistance for Tuvalu implemented according to appropriate processes?</p> <ul style="list-style-type: none"> Were approaches to issues in the two priority areas implemented (what is the state of project implementation)? Was assistance implemented upon sufficient exchange of opinions and understanding between Japan and Tuvalu through policy consultations and individual sector meetings? Are processes to fully understand the progress of project implementation being carried out regularly? How was collaboration with other donors pursued (how often were discussions held, and how was the collaborative relationship)? 	<p>Minutes of meetings between two countries</p> <p>Minutes of meetings with donors</p> <p>Individual project implementation reports</p> <p>Various evaluation reports</p>	<p>The documents to the left</p> <p>MOFA, JICA</p> <p>Tuvaluan government</p> <p>Australia, New Zealand, UNDP and other principal donors</p>
	3. Implementation system of assistance	<p>Has a system for implementing assistance to Tuvalu been formulated?</p> <ul style="list-style-type: none"> Are the implementation systems of MOFA and the ODA task force consisting of the Embassy of Japan in Fiji, the JICA Fiji Office and the OFCF Fiji Office adequate? Was the assistance operated through a whole-of-a-country approach?? Was that operation effective? 	<p>Minutes from ODA task force meetings</p> <p>Various study and evaluation reports</p>	<p>The documents to the left</p> <p>MOFA, JICA</p> <p>Tuvaluan government</p> <p>Private corporations (individual projects)</p>

	4. Collaboration with other donors and international agencies	Was collaboration with other donors in the course of formulating and implementing plans for assistance to Tuvalu implemented according to appropriate processes? • How was collaboration with other donors implemented through the processes of formulating and implementing policy and projects? How appropriate was this collaboration toward effectively and efficiently implementing Japan's assistance?	Individual project implementation reports Various evaluation reports Minutes of meetings with donors	The documents to the left MOFA, JICA Australia, New Zealand, UNDP and other principal donors Donors who collaborated on principal projects
Evaluation from Diplomatic Viewpoints				
1. Diplomatic Importance	How could Japan's role and presence in the global community's assistance to Pacific Island countries promote Japanese diplomacy? ③ Politically • Strengthening of relationships between partner countries • Importance of geopolitical positioning • Deepening of diplomacy ④ Socially • Sharing fundamental values	Official documents of PALM outcomes	MOFA, JICA Tuvaluan government	
2. Diplomatic Impact	⑤ Politically • Was Japan able to lead in meetings regarding the global community's assistance to Pacific Island countries? • Was there any connection to improving Japan's presence?	Official documents of PALM outcomes Minutes from consultations with key people, etc.	MOFA, JICA Tuvaluan government JOCV/SV, etc.	
	⑥ Economically • Strengthening of economic relations			
	⑦ Socially • Promotion of friendly relations between partner countries • Improvement of feelings toward Japan			
	⑧ Other • Non-official human interaction			

Note: "MOFA" in the "Human and organizational sources of information" column refers to the Japanese Ministry of Foreign Affairs and the Embassy of Japan in the Republic of Fiji;
"JICA" refers to JICA Headquarters and the JICA Fiji Office.

(2) Study in Japan through Literature and Interviews

The evaluation team conducted studies in Japan in order to collect information required for the evaluation, based on the evaluation implementation plan (evaluation design).

Society, politics, overview of economy, development trends (development plan, trends of assistance of Japan and other donors for Pacific island countries) of Pacific island countries, and the current situation of the Japanese assistance projects were studied through literature reviews in Japan. Interviews were also held with relevant departments of the Ministry of Foreign Affairs, JICA, and key experts, as well as hearing sessions with Shibushi City of Kagoshima Pref. and National Museum of Ethnology, which provided technology cooperation to Pacific island countries for waste management.

(3) Field Survey

The field survey took place in Fiji and Tuvalu from September 20, 2015 to October 3. In Tuvalu, relevant Tuvaluan government departments and main sites of the assistance were surveyed. In Fiji, relevant Fijian government departments, Japanese government agencies including Japanese Embassy of Fiji, JICA Fiji Office, other donor organizations, and local organizations involved in cooperation projects were surveyed. Additionally, there was a project that had a base for Japan for the wide-region projects in the Pacific islands, which was also included in the survey.

(4) Analysis and Report Writing in Japan

The Evaluation team reorganized and analyzed the collected information, and created a report of the evaluation result (draft only). A final report was created based on the comments raised in the final review meeting of the said draft.

1-4 Limitations of Evaluation

This evaluation study is for studying Japan's approach to the assistance for Pacific island countries, therefore the scope of this ODA is fourteen (14) recipient countries. However, only two countries, Fiji and Tuvalu were studied in details due to the limited study time, we could not necessarily analyze the overall situation of the island countries that were in various conditions. The items which were available by literature reviews were studied for the entire region. Please be reminded that although opinions regarding the whole region were gathered through other donors or local organizations in the site survey in Fiji, some of the information rely on those gathered through the survey in Fiji, which is a large nation in the region, and through the survey in Tuvalu, which on the other hand is the smallest atoll nation. Nevertheless, we can consider that the site surveys from the two extreme sides of the Pacific islands will in many points represent other countries that were not surveyed.

Chapter 2 Overview and the trend of Pacific Island Countries

2-1 Overview of Society, Politics and Economy of Pacific Island Countries

There are fourteen independent nations in the Pacific region, which are geographically classified into three sub-regions; Melanesia, Polynesia, and Micronesia. The general term “Pacific islands region” refers to a region of diverse nations in terms of size, population and resources, including Papua New Guinea which has 1.2 times the land area of Japan, as well as Nauru, which only has 21 square kilometers of land. One common feature is that these island nations have large exclusive economic zones.

Another unique nature of the region is the “geographical isolation” which is often pointed out in the following four points; a) limited land area, small population and economic market (narrowly-based economy), b) formed by nations scattered across the wide ocean (geographically scattered), c) physically in poor access to the international market such as the western countries (remoteness), and, d) vulnerable to effects of natural disasters such as earthquake or tsunami (vulnerability).

Table 2-1 Overview of Pacific Island Countries

	Country	Population (persons)	Area: Upper (square kilometer) Exclusive economic zone: Lower (thousand square kilometer)	Main industry	GDP
Melanesia	Solomon Islands	561,200	28,900 135	Agriculture (copra, timber), fishery	1.096 billion USD (2013)
	Vanuatu	250,000	12,190 680	Agriculture, tourism	828 million USD (2013)
	Papua New Guinea	7,321,000	462,000 3,120	Mining (gold, crude oil, copper), agriculture (palm oil, coffee), forestry (timber)	15.29 billion USD (2013)
	Fiji	881,000	18,270 1,290	Tourism, sugar industry, garment industry	4.04 billion USD (2013)
Polynesia	Cook Islands	18,600	237 1,839	Tourism, agriculture, fishery (black pearl farming), financial services	427 million NZD (2013)
	Samoa	190,400	2,830 120	Agriculture, coastal fishery	800 million USD (2013)
	Tuvalu	9,900	25.9 757	Agriculture, fishery	60 million USD (2013)
	Tonga	105,323	720	Agriculture (copra,	470 million USD

			700	coconut oil, pumpkin), fishery	(2013)
	Niue	1,500	259	Agriculture, fishery, tourism	N.A.
			390		
Micronesia	Kiribati	110,500	730 3,550	Fishery, agriculture (copra)	270 million USD (2013)
	Nauru	10,000	21.1 320	Mining (phosphate rock)	91 million USD (2012)
	Palau	20,920	488 629	Tourism	220 million USD (2013)
	Marshall Islands	52,634	180 2,131	Agriculture (copra, coconut oil), fishery	220 million USD (2013)
	Federated States of Micronesia	103,549	700 2,978	Marine products, tourism, agriculture (coconut, taro, banana etc.)	350 million USD (2013)

Source: Created based on the website of the Ministry of Foreign Affairs
(<http://www.mofa.go.jp/mofaj/area/pacific.html>)

2-2 External Economic Structure of the Island Countries

In the late 20th century, many Pacific island countries attained independence. However, external economic relationships have increased in that process, in which economies of small island countries in particular have thereby transformed to have an external economic structure abbreviated as MIRAB, which rapidly spread among these small island economies. From the viewpoint of international balance of payments, a large amount of remittances from family or relative migrants and the foreign aid make up the large trade deficits. As shown in the table below, the amount of foreign aid per capita (160 USD/year (2013)) is an outstanding amount compared to the global standard. The development potential as classified in this study shows that the amount given to the countries with high potential (Papua New Guinea, Fiji) are only few dozens of USD, then the Solomon Islands, Vanuatu, Samoa, Tonga which are “in need of assistance for some time but are expected to achieve sustainable economic self-reliance in the future” receive a few hundred USD, and finally, the other “highly vulnerable countries with difficulties in achieving fully-sustainable economic self-reliance” receive much higher amount of foreign aid. As these countries are small with less population, a small-scale assistance can give large impacts, and result in a large amount of assistance per capita. The overall trend also shows that small nations or those in the Compact of Free Association with the former colonial powers receive a large amount of ODA per capita, and that this is an important factor supporting the economy. While some of those who are involved in the assistance as well as some scholars have said that this economic structure is not sustainable, however, what underpinned their economies for decades were the migrant remittances and foreign assistance. Japan has provided assistance to a level sufficient to be acknowledged as one of the significant donors for Pacific island countries.

Table 2-2 Amount of ODA received per capita (2013)

(unit: USD)

Micronesia		Melanesia		Polynesia	
Federated States of Micronesia	1,353	Fiji	76	Cook Islands	728
Kiribati	483	Papua New Guinea	68	Niue	11,707
Marshall Islands	1,641	Solomon Islands	459	Samoa	354
Nauru	2,741	Vanuatu	344	Tonga	485
Palau	1,646			Tuvalu	2,021
Average amount	1,169	Average amount	101	Average amount	871

Source: Created based on the World Population Prospects issued by the United Nations Secretariat, and OECD-DAC, International Development Statistics online database

2-3 Japan's Assistance to Pacific Island Countries

2-3-1 History and Contents (Priority Areas) of the Pacific Islands Leaders Meeting

The Pacific Islands Leaders Meeting (PALM) commenced in 1997 for the purpose of strengthening the relationship between Japan and the Pacific island countries, and has since been held every 3 years in Japan, with a total of 7 meetings until today. Pacific island countries are having difficulties in economic development due to their narrowly-based economy, geographically scattered and remote locations. Resolutions for such issues are explored and discussed between the leaders of the nations at the Pacific Islands Leaders Meeting for stability and prosperity of the Pacific islands region. Seventeen nations participate in the meeting, consisting of fourteen from the Pacific islands, Australia, New Zealand, and Japan.

The priority areas of cooperation and assistance declared in the Fukushima Iwaki Declaration at the PALM 7 were; a) disaster risk reduction, b) climate change, c) environment, d) personal exchange, e) sustainable development, f) ocean and fishery, and, g) trade, investment and tourism. While the theme of the priority areas may vary depending on the situations at the time of each summit, there have been no major changes since the first Pacific Islands Leaders Meeting. Its purpose is to jointly resolve and improve the main challenges of Pacific island countries (narrowly-based economy, geographically scattered and remote location, and vulnerability). Furthermore, the declaration proclaims not only the financial assistance but also the proactive assistance in human resource development for the resolution and improvement of the issues, and people-to-people exchanges.

2-3-2 Framework of Assistance in Countries for Site Survey

Table 2-3 and 2-4 summarize the framework of objectives in Japan's ODA for Fiji and Tuvalu, where the site survey was conducted, as examples of Japan's recent assistance framework in Pacific island countries.

It was designed to achieve the assistance policy objectives set for each country, by implementing individual programs based on the framework in a consistent manner from the overall objective; priority areas (medium objective: environment / climate change, and

overcoming vulnerability), development issues (minor objective) and assistance programs.

They are also consistent with the priority theme declared at the 7th Fukushima Iwaki Declaration.

Table 2-3 Framework of Objectives in Japan's ODA for Fiji

Significance of the ODA for Fiji	Objective of the assistance policy Project development plan for the Republic of the Fiji Islands (April 2014) (special note for foreign policy)	Focus area of the assistance (medium objective)	Task of development (minor objective)	Name of assistance program
<p><u>Importance of Fiji</u></p> <ul style="list-style-type: none"> • Geopolitical importance • Center of economical activities of the Pacific Islands <p><u>Importance of the assistance for Fiji</u></p> <ul style="list-style-type: none"> • Vulnerable to effects of climate change • Stability and development of Fiji is also essential for the entire region <p>Special note:</p> <p>The assistances were provided through limited areas only due to the Fijian coup d'état of 2006, however, in response to the general election in September 2014 as a democratic process as well as the new regime, economic cooperation has since then restarted in full scale.</p>	<p>Achieve economical growth through strengthening of socioeconomic foundation, and improvement of living standards</p> <p>Provide assistance on the following focus areas based on the declaration made at the "Okinawa 'Kizuna' Declaration", May 2012</p> <ul style="list-style-type: none"> • Response to natural disaster • Environment and climate change • Sustainable development and national security • Interaction between people • Oceanic issues 	Environment and climate change	Environmental preservation	Assistance program for forming a material-cycle society on the islands
				Nature conservation program
			Measures against climate change	Disaster prevention program
				Program for promoting introduction of recyclable energy
		Overcome vulnerability	Improvement of health and medical care	Health and medical care program of an island-oriented concept
			Strengthen educational structure	Program for assisting education on islands or remote locations
			Strengthen economic growth foundation	Industrial development promotion program

Note: as the assistance policies for Fiji for each countries are yet to be established, above System Chart of the assistance Objectives is created based on the "Project development plan for the Republic of the Fiji Islands (April 2014)".

Table 2-4 Framework of Objectives in Japan's ODA for Tuvalu

Significance of the ODA for Tuvalu	Objective of the assistance policy assistance policy for Tuvalu by country (December 2012) Basic policy (major objective)	Focus area (medium objective)	Task of development (minor objective)	Name of assistance program
<u>Importance of Tuvalu</u> <ul style="list-style-type: none"> • Geopolitical importance • Economical importance (fishing) • Sound relationship of the two countries <u>Importance of the assistance for Tuvalu</u> <ul style="list-style-type: none"> • Vulnerable to effects of climate change 	Assist in independence based on a sustainable economic growth, while giving consideration to the environment ↑ Provide assistance on the following focus areas based on the declaration made at the "Okinawa 'Kizuna' Declaration", May 2012 <ul style="list-style-type: none"> • Response to natural disaster • Environment and climate change • Sustainable development and national security • Interaction between people • Oceanic issues 	Environment and climate change	Measures against climate change	Disaster prevention program
			Environmental preservation	Assistance program for forming a material-cycle society on the islands
		Overcome vulnerability	Strengthen educational structure	Program for assisting education on islands or remote locations
			Improvement of health and medical care	Health and medical care program of an island-oriented concept
			Enhance economic activities	Program for strengthening economic infrastructure development, as well as the capacity for maintenance and management
			Strengthen governance	Governance strengthening program

2-4 Trend of Other Donors' Assistance to Pacific Island Countries

There are many bilateral donors and multilateral donors involved in the assistance for Pacific island countries. Traditionally, major donors in terms of aid amount are; Australia, United States of America, New Zealand, Japan and France as bilateral donors, and, EU and ADB as multilateral donors. In addition to the countries above, China, India, Russia and Iran etc. are participating as new donors in recent years.

Japan has raised the amount of assistance after the 1980s and became one of the main donor nations. However, the level of assistance for the region has been on an increasing trend. The amount of assistance by new donors is not clear as there is no aggregated data, while some information can be acquired by the main DAC members through regional organizations or recipient countries. However, it is assumed that a huge amount of aid is being put into the assistance in the whole region, as, for instance, China² announced to provide assistance of the same level as Japan in their meeting with the Pacific island leaders.

² The assistance by China is provided only to eight out of fourteen countries in the Pacific island region.

Chapter 3 Evaluation Results

3-1 Relevance of Policies

Upon reviewing the relevance of Japan's assistance policies, the basic policies and priority areas based on the Country Assistance Policy/Rolling Plan need to be clarified to verify whether or not they comply with the development policies and needs of island nations, the high-level ODA policies of Japan, and international priority issues for development.

The Country Assistance Policy is Japan's assistance policy by taking into consideration of the conditions of politics, economy and society of the recipient countries, as well as giving a comprehensive view to the development plans and issues on development in the target country. A Rolling Plan is an appendix to this policy, summarizing a list of priority areas, development issues and cooperation programs identified by each country for each ODA project that are in a status between 'decided to be implemented' and 'completed'.

The basic policies and priority areas of assistance for Pacific island countries are classified by development potentials set in this study, as listed in the table below. The objectives of both basic policies and priority areas are likely to be the same for several countries. Therefore, there are three basic policies of assistance and two priority areas, although they were set for fourteen countries. However, when taking the common development issues of Pacific island countries into account, it is natural for the assistance policies and priority areas to be aggregated. Specific aid projects reflecting the country-specific situations have been organized in the Rolling Plan, which is revised annually.

Table 3-1 Basic Policies and Priority Areas of Assistance for Pacific Island Countries

Country	Basic policy of assistance (major objective)	Priority area (medium objective)
Papua New Guinea	Achievement of sustainable economic growth and improvement of the living standard by strengthening basic socio-economic foundation	Strengthening of the foundation of economic growth Improvement of social services Environment and climate change
Solomon Islands, Fiji		Environment / climate change Overcoming vulnerability
Vanuatu, Cook Islands, Samoa, Tonga, Kiribati, Palau, Marshal Islands, Federated States of Micronesia	Achievement of sustainable and environment-friendly economic growth and improvements in living standards	
Tuvalu, Nauru	Accomplishment of self reliance based on the sustainable economic growth with environmental consideration	

Note 1: The Country Assistance Policy for Fiji has not been formulated, and the major objective is not established in reality (medium objective is stated in the Rolling Plan)

Note 2: Niue was recognized as a state by Japan in May 2015, but the Country Assistance Policy is yet to be formulated.

Source: Created based on the “Country Assistance Policy for Respective Countries” from the website of the Ministry of Foreign Affairs

With regards to the consistency with the policy and development needs, the project is consistent with the “Pacific Plan” (adopted in 2004), which is the development plan of the Pacific island region, as well as the “Framework for Pacific Regionalism” (agreed in 2012).

With regard to the consistency with the Japan’s high-level ODA policies, the priority areas of Japan’s assistance to Pacific island countries, specifically “environment and climate change”, “overcoming vulnerability” (“environment and climate change”, “strengthening of the foundation of economic growth”, and “Improvement of social services” for Papua New Guinea) are mentioned in both “Japan’s Official Development Assistance Charter” and “Development Cooperation Charter”. Therefore, the consistency with Japan’s ODA policy is high. It is also consistent with the priority areas identified at the recent Pacific Islands Leaders Meeting (6th and 7th).

As for the consistency with the international priority issues from a global point of view, Japan’s assistance policies are consistent with the priority areas indicated in the document

adopted at the Conference of Parties to the United Nations Framework Convention on Climate Change, The United Nations World Conference on Disaster Reduction, and the international conference concerning Small Island Developing States.

As a unique feature of Japan's assistance, efforts in disaster risk management (disaster risk reduction) and waste management are noticeable as areas in which abundant experiences and expertise of Japan can be utilized. The unique features of Japan's assistance scheme include infrastructure projects and grassroots level assistance (Grant Assistance for Grassroots Human Security Projects or Senior Volunteers / Japan Overseas Cooperation Volunteers). Also, the advantages of Japan's assistance include; a) high technological skill is being appreciated, b) visible assistance is provided at the grassroots level, c) assistance is fine-tuned, and d) providing pluralistic assistance including cooperation from the private sector or local governments.

Therefore, the assistance policies in Japan for Pacific island countries match the development policies/needs in the recipient countries, Japan's high-level ODA policies as well as internationally prioritized issues and in addition, the assistance from Japan has high comparative advantage. Therefore, the relevance of the policies is high.

3-2 Effectiveness of Results

The objective of the assistance policy of Japan is systemized from the priority areas of assistance, development challenges, cooperation programs, to projects. Therefore, the 'effectiveness of results' was comprehensively and indirectly evaluated by reviewing the project achievements and impacts. The Country Assistance Policy/Rolling Plan, which had not been set at the time of the previous evaluation study (in 2008), were formulated for countries other than Niue³, indicating a certain direction for the assistance for each recipient country. While the effectiveness of results in the framework of assistance objective did not necessarily give macroscopic effects in all fields of all the countries, it is considered to have played an important role in overcoming the development issues set forth for the priority areas of each country. There were some projects resolving most of the sector issues of the island nation, specifically in transport, port, health and education sectors. This is a unique characteristic of assistance that can be observed in this region. From the ex-post evaluation results of respective projects conducted by JICA during the target period of this study, almost three quarters of the evaluation results were higher than "satisfactory". Of the seven projects that were judged as "partially satisfactory" or "unsatisfactory", only two projects had the effectiveness and impact rated as "low".

It has been confirmed on a policy level that cooperation activities were provided by applying various schemes (Grant Aid, ODA Loan, Technical Cooperation, Grant Assistance

³Rolling Plan only for Fiji

for Grassroots Human Security Projects, Senior Volunteers / Japan Overseas Cooperation Volunteers) in the areas such as disaster risk reduction, climate change, environment, sustainable development, human security, people-to-people exchange, fishery, based on the priority areas of PALM 5 and 6. The priority areas announced at PALM and the assistance policy objectives, priority areas and development challenges are highly consistent with each other, and Japanese assistance greatly contributed to the overcoming of the development issues that the island countries were facing. The evaluations of the projects implemented under the framework of assistance objectives have proved that many of the projects were generally effective. Therefore, Japan's assistance towards Pacific island countries can be said to have made achievements.

Based on the above, it can be judged that the levels of overcoming each country's development challenges and the contributions of Japan's assistance are "high".

3-3 Appropriateness of Processes

The communication between the Ministry of Foreign Affairs and JICA is sufficient. Overseas Fishery Cooperation Foundation of Japan (OFCF) is participating in the local ODA task force in the Federated States of Micronesia and Fiji, and this can be regarded as a whole-of-a-country approach.

There is a certain cooperative relationship with other donors under the coordination of each national government. However, the situations of new donors are not necessarily known well enough.

As the countries in this region are small, it is considered that one of the efficient and effective ways to tackle the common issues is to conduct a region-wide cooperation. The declarations at each Pacific Islands Leaders Meeting represent the assistance policy to this region. In the process of holding the Pacific Islands Leaders Meeting, coordination and exchange of opinions between the governments of Pacific island countries, experts, departments of the Ministry of Foreign Affairs and JICA officers are carried out appropriately.

The framework for the cooperation and coordination between the donors were not solid. Since no donors have ample budget, they avoid overlapping their activities with other donors, which results in complementary relationships rather than duplications in their aid activities. As the donors sometimes exchange information of their assistance activities, they understand the area of specialty of other donors, which results in the avoidance of overlapping their activities. Japan is considered as a donor with strengths in infrastructure development, but Japan also has an approach to address challenges by providing non-infrastructural assistance such as technical cooperation and volunteer programs.

While there were no problems with communication regarding Japan's process of formulating / implementing the projects, some problems were pointed out on the due date of submission or document formats.

The assistance of Japan requires detailed preliminary studies, which may slow down the

speed of processing compared to the assistance provided by other nations. It was heard from a Japanese government officer in charge of assistance policy planning that it was a fact that the process until the commencement could be time consuming, and even though Japan could not outspeed other donors, they could offer quality assistance, combined with other schemes such as Technical Cooperation, and commit to the improvement of maintenance and management, to ensure the presence of Japan's assistance.

As mentioned above, various processes related to assistance are generally implemented appropriately. Therefore, the appropriateness of the processes is evaluated to be "high".

3-4 Evaluation from Diplomatic Viewpoints

3-4-1 Diplomatic Importance

(1) Political Aspect

The Pacific Islands Leaders Meeting (PALM), held every three years, is the largest opportunity for strengthening and establishing direct diplomatic relations with the other countries, and also a valuable opportunity to meet the fourteen countries in one place. It is an opportunity to promote the establishment of a comprehensive policy for the Pacific islands through ODA and other economic cooperation, and is a politically and economically important occasion where various working-level discussions including preparatory meetings are held. For ODA in particular, it is a valuable opportunity where the consistency between the priority areas of PALM and Japan's ODA policy is clearly indicated, and the area, theme, and the amount of assistance are clarified, all of which are shared with the leaders of the island nations.

In the Development Cooperation Charter, Japan's ODA is defined to strengthen the role as an equal level partner cooperating with developing countries to solve the issues the international society faces. The Pacific island countries have the vulnerabilities specific to island countries, and in addition, are required to take measures against the effects of global environmental issues including sea level rises caused by climate change as well as damages caused by natural disasters. As the region is also important in terms of the security and fishery resources in the ocean areas of the Asian-Pacific region, Japan is expected to build a strong and trustful relationship with the island countries. In this way, Japan's ODA is implemented in the Pacific islands region to contribute to the resolution of global issues as well as the strengthening of partnerships with each country.

(2) Social Aspect

Infrastructure development projects such as large-scale facilities are well known that they were developed by the assistance from Japan as they are broadcasted through local papers, TV or radio programs, as well as stickers or plates displayed on the facilities. It was discovered at one of the facilities visited during the site survey that the local people appreciated the high-level technology of used in the aid projects of Japan.

The Grant Assistance for Grassroots Human Security Projects is well known in the communities, and also the cooperation by volunteers and experts, in which their “faces” are visible, brings large impacts at various levels from the government to each community.

It is also assumed that Japan’s aid projects, where “faces” are visible, have penetrated into the societies of the recipient countries, and have also contributed to the enhancement of their affinity towards Japan.

3-4-2 Diplomatic Impact

(1) Political Aspect

At the PALMs held in the past, high acclaims, anticipations and appreciations to Japan’s leadership in ODA were expressed by the leaders of the participating nations. The initiative “Pacific Environment Community” was advocated by Pacific island countries at the 5th PALM. Many of the participants agreed that the climate change was putting their nations at stake, and that the leadership of Japan was anticipated. To realize this initiative, the assistance through PIF, based on the Cool Earth Partnership, was appreciated by each country. Furthermore, at the 6th PALM, their gratitude was expressed to Japan for its strong commitment to the continuous effort to the region while Japan was still under reconstruction efforts from the damages of the Great East Japan Earthquake. Thus, Japan’s ODA can be said to be causing diplomatic impacts on the political aspect.

(2) Economic Aspect

Business-related effects for Japanese private companies engaged in trading and investments with the countries scattered in the Pacific are not large as the market is small and it will be costly. Infrastructure development projects are not so attractive for private businesses, either, due to the remote locations of the islands, a lack of human resources and business operators, leading to higher costs.

However, “trade, investment and tourism” is a theme of high interest by the Pacific island countries, and the Fukushima Iwaki Declaration, adopted at the 2015 Pacific Islands Leaders Meeting, includes concrete measures such as the promotion of business interactions, the holding of trade and investment seminars, and the holding of a tourism ministers meeting for Pacific island countries.

While the efforts are being made on how to connect the diplomatic achievements to future economic effects, it still seems to take some time to bear fruit.

(3) Social Aspect

As for the ODA’s diplomatic effects from the economical perspective, assistance to a Pacific island country with small population having difficulties in achieving fully-sustainable economic self-reliance will tend to show a large amount of aid per capita. It is also unlikely to lead to fully-sustainable economic self-reliance, but the awareness of the people in the recipient country would be high with major impacts to the entire nation. As this may lead to

increasing their affinity towards Japan, it is considered to be important for Japan's diplomacy.

Through a long-term assistance, an image has been formulated among the local people that the Japanese are diligent, leading to the establishment of high-level trust towards Japan.

In this study, an evolvement of new kind of assistance was observed, which were the establishment of relationships between Japanese local governments and the Pacific island nations and the sharing of Japanese local administrative system at the citizen's level. This has lead not only to the overcoming of development challenges or strengthening of the acknowledgment of the islanders on the assistance, but also to the fostering of prides and understandings on the part of Japanese local governments toward international cooperation.

(4) Others

The non-project grant aid in Tuvalu for the power generation fuel has been provided in consideration of the country's peculiarities as a microstate. A half of the fuel cost has been supported and continuous assistance is expected. The provision of non-project grant aid relies largely on the diplomatic/political judgment and is not based on the request. The candidate nations are selected in advance and the project will be implemented after studying their needs. By providing unique assistance depending on the situation of each country, the originality of Japan's assistance has been appealed. Even if the amount is little to a small nation, it is important to provide long-term assistance from the perspective of relationship building.

While Japan's assistance takes a long time before the project commences, the presence of aid has been assured by providing the projects with good-quality, combining with Technical Cooperation schemes, and committing to the improvement in maintenance. Furthermore, Japan's ODA is unique in the world and has comparative advantage because of its long-term implementation including maintenance and human resource development, in addition to a mere provision of equipment or infrastructure development.

Many of Japan's aid projects such as building bridges or ports are beneficial for the whole nation, and are received in a positive way by the people of respective countries. Japan has not only simply constructed facilities but also made long-term efforts in maintenance of human resource development.

The areas of assistance are wide-ranging covering environment, education, to health and hygiene sectors, etc. The method of assistance is diverse; continuous efforts are made at the grassroots level to make the "faces" visible to the local residents.

Many of the government officials with training experiences in Japan acquired technical skills and knowledge, and also through the interactions with Japanese people, life and culture, they have gained deeper understandings of Japan, and started to care for Japan.

As mentioned above, an accumulation of collaborative efforts through long-term

assistance can be said to have produced enormous diplomatic effects that cannot be achieved by the achievement of a single project.

3-5 Summary of the Evaluation Results

Based on the evaluation results from the various viewpoints above, the relevance of policies, the effectiveness of results and the appropriateness of processes are all rated as “high”.

Chapter 4 Recommendations and Lessons Learned

4-1 Recommendations

4-1-1 Continuing the Assistance for the Island Countries from a Broader Perspective

When considering the assistance to Pacific island countries, it is important that the Ministry of Foreign Affairs not only focuses on the efficiency of aid or the scale of beneficiaries but also provides sustainable assistance to small island countries having difficulties in achieving fully-sustainable economic self-reliance from a broader perspective including the political and social significance of diplomacy.

The Pacific island countries have development difficulties due to their geographically scattered, narrowly-based economies, and remote locations, and the size of population benefiting from development projects is relatively small. For these reasons, assistance could be inefficient in a sense as the input of factor to gain one unit of development effect would be large. Also, this region may appear less attractive to private firms to secure economic profits. Moreover, it is sometimes pointed out that modernization and transition to market economy have evolved as a result of assistance by various donors leading to the destruction of traditional society.

From the perspective of the effects of assistance, the Pacific islands have small beneficiary population and economic scales in the absolute sense for the amount of input, compared to other developing countries or regions. ODA is, however, not implemented just for its relative effects or the absolute size of beneficiary population. It is also an activity which forms a part of diplomacy with varying perspectives such as history, international politics, and humanity. It is a region connected adjacent to Japan by the ocean and is an important region for Japan in terms of being a sea lane, securing fishery resources, their voting activities in the international society and the influences of other donors. For the island countries, provisions of Japan's assistance to all island countries in the fields needed by each country mean that the strong influences from certain countries such as the formal colonial powers can be eased, and are beneficial in terms of resolving their domestic development issues. In other words, assistance from countries such as Japan, which were not in the "governing and the governed" relationship in the late 20th century, play an important role in resolving the issues in certain areas not supported by the former colonial powers. In today's international society over the Pacific island region, as the presence of Pacific island countries are increasing, countries other than Japan are evidently strengthening the relationships with the island countries. Under such circumstances, it is necessary to provide assistance in which the faces of Japan are visible. When providing assistance, this kind of wider perspective will be essential.

In this study, Pacific island countries have been categorized by development potentials, which are; "Country expected for economic growth with rich resources, and having influence within the region" - Papua New Guinea, "Country with a relatively large economy, and having large influence within the region" - Fiji, "Country in need of assistance for some

time, but is expected to achieve sustainable economic self-reliance in the future” - Solomon Islands, Vanuatu, Samoa, Tonga. As one of the objectives of assistance, it is possible to aim for a certain extent of their economic growth for economic independence in the future. However, there are eight countries, more than half of the fourteen countries, judged as “Highly vulnerable country with difficulties in achieving fully-sustainable economic self-reliance and in need of continuous assistance”, namely Kiribati, Tuvalu, Federated States of Micronesia, Marshall Islands, Palau, Cook Islands, Niue, and Nauru. The amount of per capita aid input from the donors is large, but the possibility of economic independence in these countries is low. On the other hand, effects of each project is high, giving large macro-level impacts, and their significance to the donors are high for their international politics and diplomacy. Therefore, instead of a development theory based on a traditional development model focusing on economic aspects such as industrialization, transition to market economy of a less developed country, it should be necessary to continue the provision of assistance to small island countries from the above-mentioned broader perspective, i.e., sustainable assistance.

4-1-2 Implementation of Assistance to Encourage the Private Sector Involvement

It is important for Japan and the Pacific island countries to utilize ODA as a catalyst for promoting concrete approaches to strengthen trade, investment and tourism of the private sector.

In this survey, strengthening of the relationship between Japan and the island nations through trade, investment and tourism, and the approaches to support overseas expansion of small and medium enterprises, which were identified as priority areas at PALM 7, were mentioned. Since the market size of Pacific island countries is small, it may not be easy to put the company activities into full effect, but there were studies or familiarization/experimental activities, and, some companies attended trade and investment seminars held in Tonga and Fiji. There was also anticipation for improving the access to the Japanese market to sell their local specialty goods. The Development Cooperation Charter describes the implementation of ODA which leads to the promotion of the private sector involvement. From a long-term perspective, supporting the business activities among private companies may become a beneficial form of assistance as it meets the expectations of both Japanese companies and recipient country's companies, and increases the opportunities for the island people to make connections with Japan. Therefore, a continuous implementation and enhancement of assistance is expected. Particularly, it will be useful to promote the efforts including the public-private-partnership to take advantages of Japanese technologies in environment/energy, waste management, water purification and treatment, the priority areas of Japan's assistance to Pacific island countries and where the interests of Japanese companies are expressed in the “Program for the promotion of partnership with the private sector, and the Program to support the

overseas expansion of the businesses of small and medium-sized enterprises”.

4-1-3 Implementation of Assistance to Sustain Project Effects

Given the chronic issues of the island countries, which are outflow of human resources and insufficient government budget, it is desirable to construct durable facilities with easy maintenance, or plan a project to encourage operation and maintenance by the private sector after the completion of the assistance project.

It is necessary to provide a long-term technical cooperation for skill development, by keeping in mind the small population and outflow of human resources in island countries.

Since the Pacific islands region relies on import for various materials and has just a small market, it became clear that the procurement of spare parts and materials tend to be difficult in many cases at the maintenance and management phase, which comes after the completion of the project. Another common issue is that persons with maintenance and management skills tend to move out to developed countries in the Pacific Rim. Therefore, it is not easy to continuously secure skilled workers within the organization. There previously was a problem where a Technical Cooperation project was implemented but as the project ended, trained persons fled overseas due to the island government running short of budget, and then the continuous activity thus vanished. When planning an assistance project for this region, these challenges must be taken into consideration. Materials and machinery that are available locally need to be introduced to facilitate maintenance. Furthermore, it will be important to incorporate an incentive framework to allow the island nation government to continuously implement the aid project by itself through outsourcing to the private sector. For example, in the interisland ferry construction project of Samoa, it was not only the provision of ferry through the Grant Aid project—but Technical Cooperation had been offered by experts and volunteers (Senior Volunteers / Japan Overseas Cooperation Volunteers) for a long time before the project, training personnel to be in charge of operation and maintenance, which clearly indicates the reason why the ferry has been well maintained. Another example is a hydraulic power generation project in Vanuatu. The operation and maintenance was outsourced to a private company through a tender, and the company is making profits and continuing stable operation. Depending on the content of assistance, capacity development training, provided regardless of the project period can be applied to not only a single project but also to various projects or activities in the same sector, and, by utilizing the private sector's dynamism, both project effect and sustainability can be secured.

Lastly, as the small population and the lack of human resources are the chronic issues, therefore as with the long years of, a long-term cooperation is especially important for Pacific island countries, as seen in the Technical Cooperation project for waste management implemented for a long time.

4-1-4 For implementing the declaration of PALM 7 and for formulating the visions for PALM 8

- It is effective to implement projects to rehabilitate the infrastructure facilities assisted in the past in order to strengthen resiliency against natural disasters.
- It is desirable to promote interaction or businesses of the private sector in trade, investment and tourism, through utilization of ODA when necessary, in collaboration with the Pacific Islands Center.
- Enhancing the effects of the assistance itself requires establishing criteria or indicators for measuring the effects at the policy level, and objectively assessing the contents of the cooperation by the previous PALM.
- It is also essential to “visualize Japan” while improving the quality of the assistance in human resource development, etc. , in order to enhance the effect of the assistance.

In order to resolve the common issues of Pacific island countries, disaster risk reduction, climate change, environment, sustainable development and people-to-people exchange have been identified at PALMs. Additionally at PALM 7, fishery, trade, investment and tourism have been newly added to the priority areas. The disaster risk reduction and climate change topics are particularly worth considering as projects to rehabilitate the facilities built in the past projects to a much disaster-resilient one, in consideration of the frequent occurrence of natural disasters. As ‘Trade, investment and tourism’ is a newly added area, it is ideal to utilize “Pacific Islands Center”, the international organization established under the government of Japan and PIF, to trigger a sustainable private business relationship through ODA activities, in addition to the recent approaches referred to in this study. It is considered that an effective procedure will be to strengthen the activities in the following countries; “Country expected for economic growth with rich resources, and having influence within the region”, “Country with a relatively large economy, and having large influence within the region” - Papua New Guinea and Fiji, and “Country in need of assistance for some time, but is expected to achieve sustainable economic self-reliance in the future” - Solomon Islands, Vanuatu, Samoa and Tonga. As mentioned earlier, for the countries of “Highly vulnerable country with difficulties in achieving fully-sustainable economic self-reliance and in need of continuous assistance”, it is necessary to consider the assistance from a more comprehensive perspective, rather than economic benefits only. As proposed at the experts meeting for PALM 7, the announcements of the amount of contribution in the three succeeding years after PALM 4 alone is not ideal. In order to enhance the effects of assistance more than the amount of contribution, criteria or indicators to measure the effects need to be established not only at the project level but also at the policy level, the cooperation after the previous PALM needs to be objectively assessed before the opening of every PALM. Another method of improving the effects of assistance is to improve the quality of human resource development, and it is also essential to “visualize Japan” in the aid project. It is considered

that the visualization of Japan's aid project has large effects on an island nation with a small population size.

4-2 Lessons Learned

4-2-1 Sufficient Sharing of Information with Other Main Donors

As each donor had to cover Pacific island countries with limited resources, the circumstances that the donors faced in each project were alike. While the communication mechanism between the donors was not established in the Pacific islands region, the activities of other donors were known through various sources, and there were no duplications of project activities. Although this is a rare case, discussions were systematically planned regularly in the infrastructure field, and in the health sector, donor meetings were held regularly, thus roles were allocated on immunization programs, and as a result, it became an effective and ideal example. There are fewer chances to share information regarding the activities of new donors with the existing donors. Based on the past experience, information sharing and collaboration among the donors at the national level and local level should be the way to effectively use the limited human resources and budget.

4-2-2 Assistance to Small Island Countries

In the assistance projects implemented during the target period of this study, it was identified that some of Japan's aid projects had large impacts to the improvement of the economy and society of the island countries. For example; a) provision of interisland ferry was practically the only inevitable means of economic activity and transport for the nation, b) reconstruction of a port that handles majority of the import/export became the foundation of the economic activity in a nation dependent on external economies, and, c) school construction project improved the public secondary education nationwide. While these were separate projects, the impacts on the nation have led to the resolution of the overall issues of those countries. These aid projects were implemented in countries classified as "Country in need of assistance for some time, but is expected to achieve sustainable economic self-reliance in the future" and "Highly vulnerable country with difficulties in achieving fully-sustainable economic self-reliance and in need of continuous assistance". These countries have the characteristics of a small island nation with the MIRAB economic structure. Assistance for such countries will bring large effects to the economy and society of the island, even if the scales of the projects are not large. In addition to resolving the development issues, there are large effects on the political/social side of foreign policy. This means that the effects are of wide scope. Therefore, it is essential to plan and implement an assistance plan focusing on a field closely related to the everyday life of the people.



Medium-wave broadcasting station constructed by Grant Aid (Tuvalu)



Port of Funafuti improved by Grant Aid (Tuvalu)



Shingle beach developed for coastal disaster measures, at the pilot project site (Tuvalu)



Seawater desalination plant constructed by utilizing the PEC Fund (Tuvalu)



Fire truck provided by grassroots Grant Aid (Tuvalu)



Suva City Council Compost Centre constructed by Grant Assistance for Grassroots Human Security Projects (Fiji)



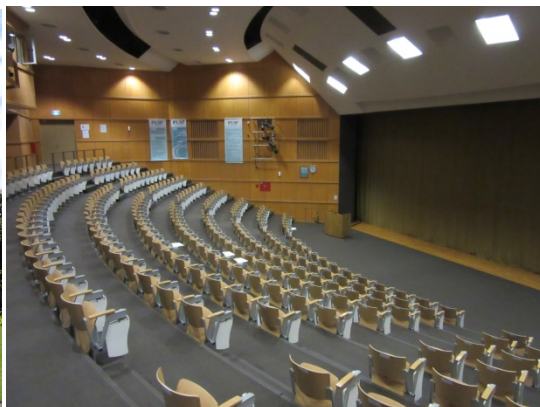
Suva City Council Compost Centre Workplace, constructed by Grant Assistance for Grassroots Human Security Projects (Fiji)



Distance education network facility at the University of the South Pacific, installed by Grant Aid (Fiji)



Japan-Pacific ICT Centre constructed by Grant Aid (inside the University of the South Pacific, Fiji)



Multipurpose Theatre of the Japan-Pacific ICT Centre (Fiji)



Meeting at Fiji Public Service Commission (Fiji)



Technical Cooperation project "Operation of Earthquake Observation Network" (Ministry of Lands and Mineral Resources, Fiji)