

Third Party Evaluation Report 2018
Ministry of Foreign Affairs of Japan

Evaluation of Japan's ODA to the Republic of Angola

March 2019

NTC INTERNATIONAL Co., Ltd.

Preface

This report, under the Evaluation of Japan's ODA to the Republic of Angola, was undertaken by NTC INTERNATIONAL Co., Ltd., entrusted by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal year 2018.

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 Angola, including the Country Assistance Policy for Angola (July 2017), drawing on lessons from this review to make recommendations for reference in policy planning and its effective and efficient implementation of future assistance to Angola by the Government of Japan, and ensuring accountability by making the evaluation results widely available to the general public.

Juichi Inada, Professor of the Department of International Economics at Senshu University, served as a chief evaluator to supervise the entire evaluation process, and Rumiko Murao, Assistant Professor of the Graduate School of Social Design Studies at Rikkyo University, served as an advisor to share her expertise on Angola. 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 Angola, 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 Angola, 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 opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

March 2019

NTC INTERNATIONAL Co., Ltd.

Note: This English version is a summary of the Japanese Evaluation Report of "An Evaluation of Japan's ODA to the Republic of Angola".

An Evaluation of Japan's ODA to the Republic of Angola (Brief Summary)

Evaluators (Evaluation Team)

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- Advisor: Rumiko Murao, Assistant Professor of the Graduate School of Social Design Studies at Rikkyo University
- Consultant: NTC INTERNATIONAL Co., Ltd.

Period of the Evaluation Targets :

JFY2006 - JFY2017

Period of the Evaluation Study :

July 2018 - March 2019

Field Survey Country : Angola



Mine risk education for local residents under the Japanese aid

Background, Objectives and Scope of the Evaluation

Since the end of the civil war in 2002, politics of Angola have remained stable and the country has enhanced its international presence as a regional power. Angola has an abundance of oil and other resources and the Japanese private sector has shown interest in the country. This evaluation study addresses Japan's ODA to Angola and is aimed at obtaining recommendations and lessons-learned for future formulation and implementation of ODA policies.

Brief Summary of the Evaluation Results

● Evaluation from Development Viewpoints

(1) Relevance of Policies (Evaluation Results: A (Highly Satisfactory))

Japan's ODA policy to Angola is consistent with Angola's development needs, Japan's high-level (ODA) policies and international priority issues. Initiatives that demonstrate Japan's comparative advantages were confirmed, which were human resource development that is well-planned and utilizes Japan's expertise and experience, continuous assistance combining multiple schemes, and cooperation that utilizes Brazilian human resources. Development issues corresponding to "Balanced development of various regions, ensuring the stability and territorial integrity of Angola", one of the pillars of Angola's new National Development Plan (PDN) was not mentioned in Japan's Country Development Cooperation Policy for Angola.

(2) Effectiveness of Results (Evaluation Results: B (Satisfactory))

From the perspective of aid amount, Japan has provided a certain level of ODA. The Government of Japan is providing steady assistance for development issues in its Country Development Cooperation Policy for Angola, and has contributed to promote industry development policies and improve economic and social infrastructures that support Angola's sustainable economic growth, development of diverse human resources to support Angola's growth, and human security in Angola. However, the evaluation team was not able to confirm the achievements/outputs of all ODA projects, since there were

a number of ODA projects (that were targets of this evaluation) where the initial targets have not been achieved.

(3) Appropriateness of Processes (Evaluation Results: B (Satisfactory))

Japan's ODA policy to Angola was formulated through the appropriate processes, and the process of implementing assistance to Angola was also largely appropriate. However, issues were identified regarding the speed of the processes until project commencement, such as the procedures and preparations for the formulation of Japan's ODA projects, as well as awareness of Japan's ODA to the general public in Angola and among officials of the Government of Angola.

● Evaluation from Diplomatic Viewpoints

(1) Diplomatic Importance

Being the chairperson of the Community of Portuguese Language Countries (CPLP) and Southern African Development Community (SADC), Angola is increasing its presence as a regional power of Africa. Also, the new Lourenço administration established in September 2017, has shown great interest in strengthening bilateral relations with Japan, and the importance of Japan-Angola diplomatic relations is expected to increase even further. Angola has potential in terms of economy, and the new Lourenco administration has shown intentions to strengthen economic relations with Japan, in particular, so there is also great importance from an economic perspective. Furthermore, since Angola has achieved peace and development since the civil war, support from the Government of Japan for efforts to make reforms by Angola, has an important meaning from the viewpoint of stability for the Sub-Saharan African region.

(2) Diplomatic Impact

In terms of the impact of Japan's ODA, Japan-Angola bilateral relations, President Lourenco mentioned Japan as an important partner in his inaugural speech. Also, it has been confirmed that high-level officials of Angola have highly appraised Japan's ODA. Regarding the impact of Japan's ODA to Angola to Japan/the Japanese public, certain effects have been confirmed from a social perspective, such as increasing the number of people well-versed in Japan through the de-mining measures implemented by Japanese NGOs of the Grant Assitances for Japanese NGO Projects. At the present stage, the economic impact of Japan's ODA to Japanese companies in Angola have not yet been confirmed, but, due to initiatives by the new Lourenco administration to eliminate corruption and maintain a good business environment, Japanese companies are expected to enter Angola and make investmests in the near future.

Recommendations

(1) Mentioning the new PDN and other internal situations of Angola in Japan's Country Development Cooperation Policy for Angola or Rolling Plans

After the inauguration of President Lourenço in 2017, a new Angola National Development Plan (PDN) (2018-2022) was formulated. Along with this change of policies, other internal situations of Angola have changed. New details of the items proposed in Recommendations 2, 3 and 4 are needed to be incorporated into Japan's Country Development cooperation policy for Angola or Rolling Plans.

(2) Expanding Assistance to Rural Areas

One of the items that was strengthened in the new PDN was the "Balanced development of various regions, ensuring the stability and territorial integrity of Angola" and it is hoped that Japan will cooperate more actively in Angola's rural areas.

(3) Utilization of Japan's ODA Loans

Since Angola is a country with a relatively high income rate, the country has exceeded the income level for the provision of grant aid. Thus, Japan should provide assistance that makes effective use of ODA loan, which may suit Angola's development needs because a larger amount of assistance will be given.

(4) Supporting the Business Investment Sector

Private investment of Japan and the entry of business into Angola is stagnating. The advancement of the business investment sector is an important issue that the new Lourenço administration is engaging in. Taking in mind this situation, the potential for Japan's ODA in this sector should be pursued.

(5) Strengthening Japan's ODA Implementation Structure in Angola

If the number of projects and funding amount for Japan's ODA to Angola will increase in the near future, it will be necessary to strengthen Japan's ODA implementation structure in Angola.

(6) Strengthening of PR regarding Japan's ODA

It is necessary to strengthen PR activities for Japan's ODA in order to increase recognition of Japan's ODA to Angola (including the existence of JICA).

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Chapter 1. Implementation Policy of the Evaluation

1-1 Background and Objectives of the Evaluation

The Ministry of Foreign Affairs of Japan (MOFA) conducts policy level, program level and project level evaluations of Japan's Official Development Assistance (ODA) with the objectives of improving the management of ODA and enhancing accountability to the public. The Evaluation of Japan's ODA to the Republic of Angola (referred to hereafter as the "evaluation") corresponds to the country evaluation at the policy level. The main purposes of the country evaluations includes evaluating the ODA implementation status of the partner country, providing feedback of evaluation results to Japan's ODA policies for the partner country, and promoting an understanding among the Japanese public regarding Japan's ODA in the partner country.

Since the end of the civil war which lasted over 30 years in 2002, Angola has maintained a stable political situation, and, in the international community, its presence as a regional power has increased by acting as a chairperson of the Community of Portuguese Language Countries (CPLP) and Southern African Development Community (SADC) and as a non-permanent member of the UN Security Council. Also, Angola has an abundant energy and mineral resources, including oil and diamonds, and a great potential in areas such as agriculture and fisheries, which has attracted a high level of interest among Japanese private firms.

On the other hand, the Angolan economy is dependent on oil, and the economic situation has been deteriorating since mid-2014, due to the slump of oil prices. The Government of Angola has stated that industry diversification through development of the non-oil industry is top priority, but there lies a lack of human resources and funding for that purpose. In addition, there are other urgent matters in Angola, such as post-civil war reconstruction of social infrastructure, clearing land mines, which is a must for both regional development and the stable livelihoods of local residents, and the improvement of social services.

In this evaluation, based on the significance of Japan's ODA to Angola, an overall evaluation will be made of Japan's ODA policy toward Angola with the purpose of obtaining recommendations and lessons learned for future formulation and implementation of ODA policies. Also, in addition to fulfilling accountability to the public by announcing the evaluation results, feedback regarding evaluation results will be provided to the Government of Angola and other donors.

1-2 Scope of the Evaluation

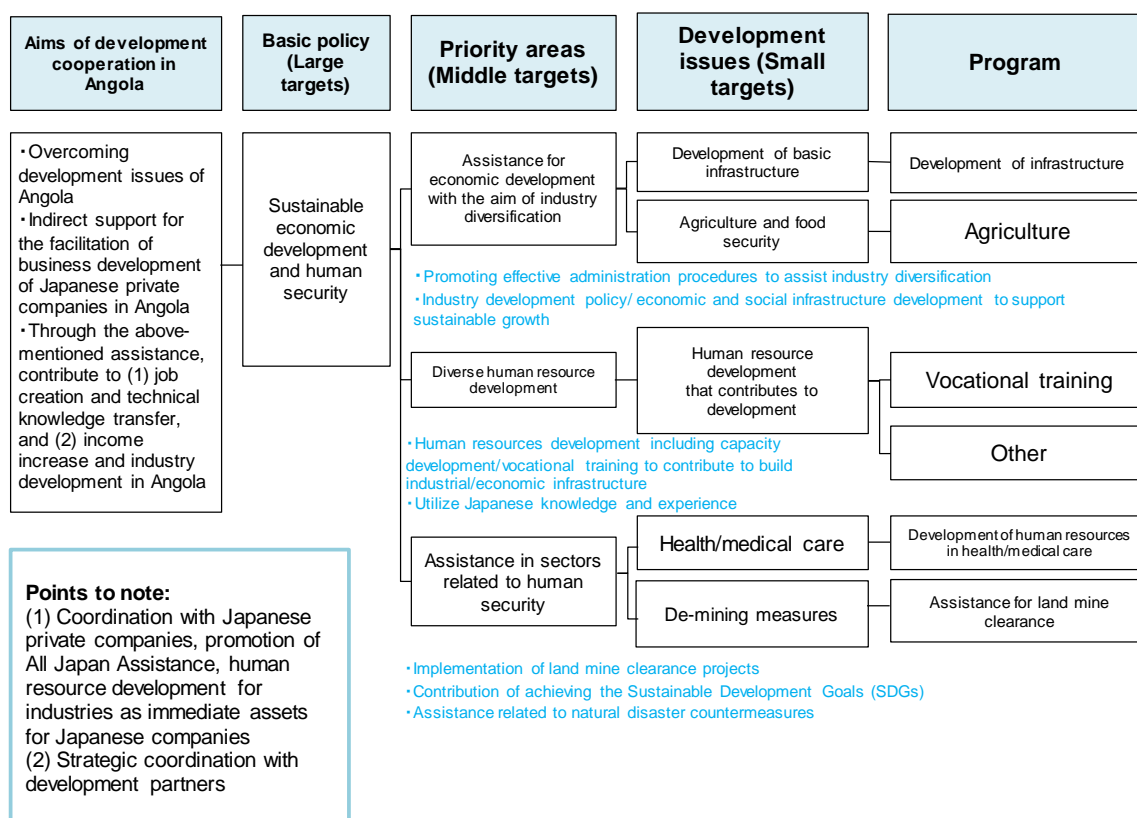
The scope of this evaluation covers policies regarding Japan's ODA to Angola.

This is the first ODA Evaluation of Angola conducted by MOFA. The evaluation targets are from fiscal year 2006 to fiscal year 2017, which is after the Japan-Angola Economic Policy Dialogue was held in August 2006. The scope of analysis includes individual

ODA projects in Angola that have started, continued or completed between fiscal year 2006 and fiscal year 2017¹.

Since the dispatch of a peace-building mission from Japan to Angola in 2003, after the end of the civil war in 2002, Japan's ODA to Angola has shifted to become full-fledged. Hence, the target period of information collection follows the progress of Japan's peace-building assistance from the end of the civil war in 2002 to 2005.

Fig. 1 shows the objective framework of Japan's ODA to Angola based on Japan's Country Development Cooperation Policy for Angola. Although this policy was revised in July 2017, it is the current assistance policy towards Angola and shall be considered as the "the basis for this evaluation," due to the fact that the evaluation is aimed at obtaining recommendations and lessons-learned for future formulation and implementation of ODA policies. Despite some differences in the language used, the priority areas of Japan's ODA to Angola prior to this policy are included in the priority areas of Fig.1.



(Source) Produced by the evaluation team based on the Country Development Cooperation Policy for Angola (MOFA, 2017) and Rolling Plan for Angola (as of October 2017) (MOFA, 2017)

Fig. 1 An objective framework of Japan's ODA to Angola

¹ Among the technical cooperation projects, this evaluation excludes the technical training project (JICA Knowledge Co-creation Program, country-focused training, long-term training, Training Program for Young Leaders, group training, region-focused training and training in relation to ODA Loan) from the scope of analysis, since the information (such as the project summary) was not available on the Japan International Cooperation Agency (JICA) Knowledge Site, etc.

1-3 Methods of the Evaluation

1-3-1 Methods of the Evaluation

Based on the ODA Evaluation Guidelines (11th Edition) (MOFA), this evaluation was conducted from the development viewpoints using the standards of (1) Relevance of Policies, (2) Effectiveness of Results and (3) Appropriateness of Processes, and was also conducted from the (4) Diplomatic Viewpoints based on Japan's national interest. Table 1 shows the main evaluation items for each evaluation criteria.

Table 1 Details of the evaluation viewpoints/criteria (evaluation items)

Evaluation viewpoints/items		Evaluation details (verification items)
Evaluation from Development Viewpoints	(1) Relevance of Policies	Concerning the "relevance of Japan's ODA policy to Angola," an evaluation was made as to whether Japan's ODA policy to Angola shown in the objective framework demonstrates the comparative advantages of Japan and is consistent with and complementary to (1) Angola's development needs, (2) Japan's high-level development policies (Japan's ODA Charter/Development Cooperation Charter/Japan's Medium-Term Policy on ODA and policy of assistance for Africa), (3) international priority issues, and (4) trends in assistance from other donors (including emerging donors). Regarding Japan's ODA policy to Angola, the priority areas of Japan's ODA to Angola (as agreed in August 2006) were also evaluated in relations with other documents in which consistency was confirmed of the target periods (Angola's development policy, etc.).
	(2) Effectiveness of Results	Concerning "the level of contribution to achieve the project targets as a result of Japan's ODA to Angola," an evaluation was made of the level of inputs/outputs and contribution (outcomes) to the priority areas, putting in mind the achievements (inputs) of Japan's ODA, in regard with the development issues set in Japan's Country Development Cooperation Policy for Angola.
	(3) Appropriateness of Processes	An evaluation was made for both policy formulation and the implementation process as to whether appropriate processes were taken to secure relevance of Japan's ODA policies to Angola and effectiveness of results from the assistance. Below is the checklist for the evaluation items. For the formulation process: (1) Policy-making process (2) Consultation with stakeholders (3) Cooperation among stakeholders For the implementation process: (1) ODA implementation systems and management status of assistance in Japan and Angola (2) Continuous understanding of the needs of Angola (3) Status of priority areas of Japan's ODA to Angola (scheme/project selection method/processes, project coordination, etc.) (4) Status of monitoring/evaluation/feedback and (5) Status of coordination/cooperation with other donors/international agencies and relevant agencies of Japan. Also, evaluations were carried out regarding (6) social and ethical considerations, such as gender, and (7) the situation of Japan's ODA PR, etc.
(4) Evaluation from Diplomatic Viewpoints		Concerning the "expected and actual achievements of Japan's ODA to Angola from the viewpoint of the national interest of Japan," a study and analysis was carried out regarding (1) the diplomatic importance of Japan's ODA to Angola and (2) the diplomatic impact of Japan's ODA. Diplomatic impact includes an evaluation of the secondary impacts of ODA projects including the promotion of private Japanese investment.

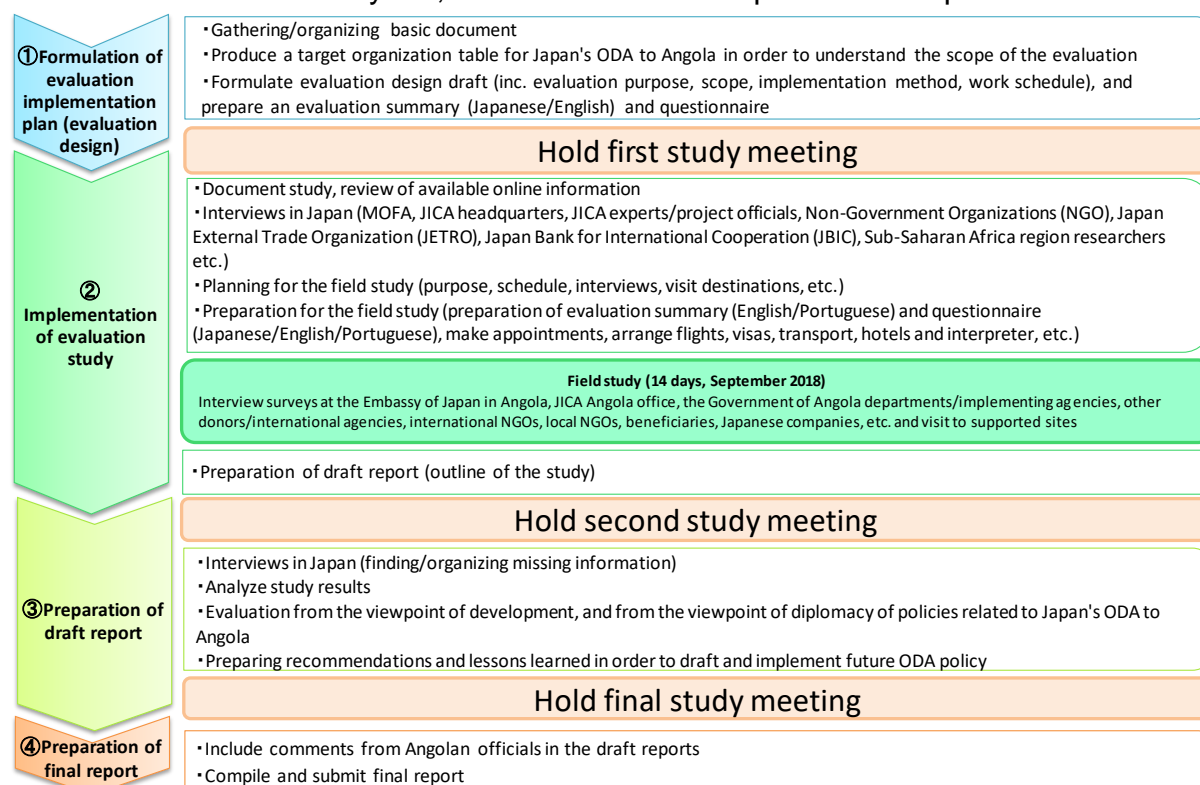
(Source) Produced by the evaluation team

Regarding the three evaluation criteria from the development viewpoints ((1) Relevance of Policies, (2) Effectiveness of Results and (3) Appropriateness of Processes), a four-grade rating system was used in line with the standards of the "Rating scale chart of MOFA ODA evaluation" of the ODA Evaluation Guidelines (11th Edition) (MOFA), namely, "A: Highly satisfactory," "B: Satisfactory," "C: Partially unsatisfactory," and "D: Unsatisfactory." Also, in terms of the many evaluation items that comprise each evaluation criteria and as a basis for the decision of the overall rating of each evaluation criteria, the evaluation team added a unique three-grade sub-

rating system for the detailed evaluation items, namely, “a: High,” “b: Fair,” and “c: Low.”

1-3-2 Process of Implementing the Evaluation

The evaluation period was from July 2018 to February 2019. Fig.2 shows the flow of this evaluation study. At the first study meeting, the evaluation implementation plan was confirmed, and, on that basis, the evaluation study was implemented, the data/information was analyzed, and the evaluation report was completed.



(Source) Produced by the evaluation team

Fig. 2 Flow of the evaluation study

Chapter 2. Development Policy and Plans of Angola and Trends of Japan's ODA to Angola

2-1 Development Policy/Plans of Angola

In 2004, the Government of Angola formulated “Vision 2025” as a long-term development policy. This is the high-level policy for development in Angola, specifying policies that aim for sustainable economic growth through industry diversification. After the formulation in 2004, a 2nd Edition of this policy was prepared in 2007.

The Government of Angola formulated the National Development Plan (PDN) and sector development programs based on “Vision 2025.” As for the PDN, five specific plans have been formulated from 2005 until today. Fig. 3 shows the corresponding periods of Japan's ODA policies to Angola and the main development policies/plans of Angola. As for other materials (regarding development policies by the Government of

Angola), the Poverty Reduction Strategy Paper (PRSP) with the aim of reducing poverty, were produced for the World Bank in 2002 and 2010².

Country	Policy or plan/year	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Japan	Priority Areas agreed in the 2006 Japan-Angola Economic Cooperation Policy Dialogue																					
	Japan's Country Development Cooperation Policy for Angola																					
Angola	Vision 2025																					
	PDN																					
	2-year development plan (2005-2006)																					
	2-year development plan (2007-2008)																					
	National economic development mid-term plan (2009-2013)																					
	5-year development plan (2013-2017)																					
	5-year development plan (2018-2022)																					

(Source) Produced by the evaluation team

(Note) The time period for Japan's Country Development Cooperation Policy for Angola has not been specified, so it is shown as a dotted line.

Fig. 3 Relation between Japan's ODA policy to Angola and Angola's development policy/plans

2-2 Trends of Japan's ODA to Angola

2-2-1 Japan's ODA policy to Angola

The Government of Japan dispatched a peace-building mission to Angola in 2003, under which the pillars of peace-building assistance in Angola was positioned as (1) de-mining-related assistance, (2) social re-integration of former soldiers, (3) resettlement assistance for refugees/displaced persons. Later, at the Japan-Angola Economic Policy Dialogue held in August 2006, Angola was visioned as a country in transition from post-civil war reconstruction to economic growth. Both Angola and Japan have agreed that the following three areas should be considered as the priority areas of assistance to Angola: (1) economic development, (2) the establishment of peace, and (3) human security.

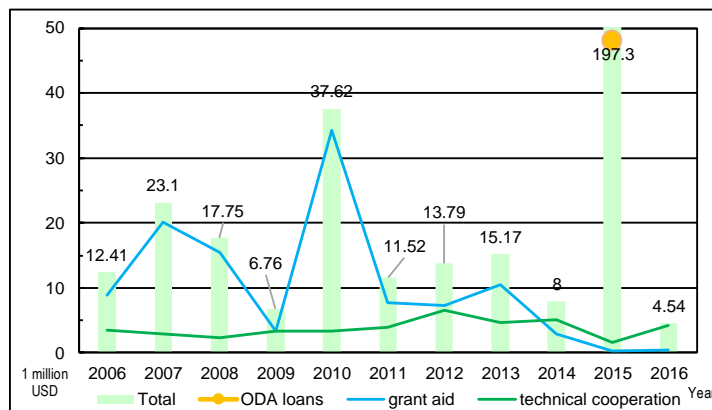
In July 2017, the Government of Japan formulated the Country Development Cooperation Policy for Angola as its ODA policy to Angola, which is the basic policy to support Angola's sustainable economic growth, development of diverse human resource to support economic growth, and human security in Angola. In terms of the priority areas of development cooperation, the policy specifies (1) economic development assistance with the purpose of industry diversification, (2) the development of diverse human resources, and (3) assistance in areas related to human security.

2-2-2 Achievements of Japan's ODA to Angola

Economic cooperation for Angola from the Government of Japan began with emergency assistance through United Nations Children's Fund (UNICEF) in 1988. After the end of the civil war in 2002, assistance was mainly implemented to build peace. After Japan International Cooperation Agency (JICA) began to dispatch long-term experts in 2007, technical cooperation has been implemented to sectors in health and education, agriculture, mineral resources, vocational training, the environment, and ports, and grant aid has been implemented in sectors related to health and education, agriculture and fisheries, water supply, vocational training, de-mining/victim

² Based on the consensus from the September 1999 Joint IMF World Bank Implementation Committee, a request was made for the production of PRSP for more than 70 developing countries.

assistance, and assistance for displaced persons. Since the end of the civil war, income in Angola has relatively improved, and as a result, the provision of grant aid cooperation has decreased from 2014 (Fig. 4). On the other hand, ODA loan assistance began in 2015, and cooperation has been implemented in the sector of electricity³.

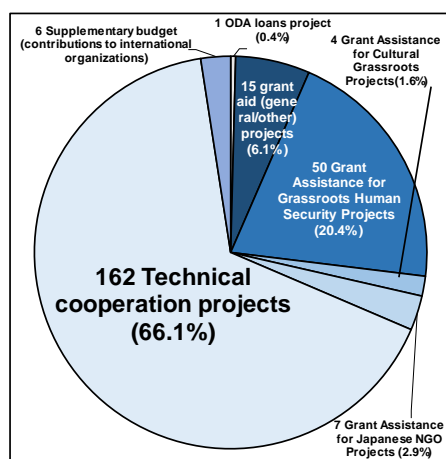


(Source) Produced by the evaluation team based on Japan's ODA Data by Country (2006-2017) (MOFA)

(Note) Funding amounts are calculated based on net expenditure. The amounts of 2017 are not yet officially published.

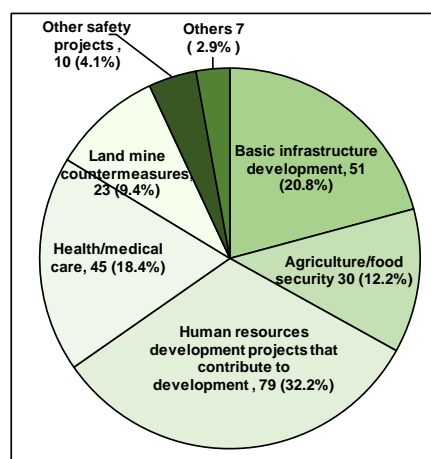
Fig. 4 Disbursements of Japan's ODA based on aid schemes in Angola (2006-2016)

The total amount of ODA to Angola from Japan between 2006 and 2016 was approximately US\$ 350 million, of which loan assistance was approximately US\$ 200 million, grant aid was approximately US\$ 110 million, and technical cooperation was approximately US\$ 40 million (Fig. 4). There were 245 ODA projects of Japan that started/continued/completed in Angola between fiscal year 2006 and fiscal year 2017, including 1 ODA loan project, 76 grant aid projects (of which, 50 were Grant Assistance for Grassroots Human Security Projects), 162 technical cooperation projects, and 6 projects funded by the supplementary budget (ODA to international organizations)(Fig.5).



(Source) Produced by the evaluation team based on the MOFA Website, JICA Knowledge Site, and materials from JICA (Acceptance of technical training participants).

Fig. 5 Performance of Japanese ODA by aid schemes in Angola (No. of projects) (FY 2006-2017)



(Source) Produced by the evaluation team based on the MOFA Website, JICA Knowledge Site, and materials from JICA (Acceptance of technical training participants).

Fig. 6 Performance of Japanese ODA by development issues in Angola (No. of projects) (FY 2006-2017)

³ Power Sector Reform Program (Exchange of Notes (E/N): fiscal year 2015) is the only project of Japan's ODA loan assistance for Angola implemented during the evaluation target period.

In addition, in terms of the achievement of Japan's ODA to Angola of the development issues, as shown in Fig.6, the largest number was in human resource development that supports Angola's economic development (79 projects) (32.2%), followed by the development of basic infrastructure (51 projects) (20.8%), health/medical care (45 projects) (18.4%), agriculture/food security (30 projects) (12.2%), and de-mining measures (23 projects) (9.4%).

As for the target of this evaluation, there were 107 ODA projects in Angola that started, continued or were completed in Angola during the scope of this evaluation between fiscal year 2006 and fiscal year 2017, including 1 ODA loan project, 76 grant aid projects (of which, 50 were Grant Assistance for Grassroots Human Security Projects), 24 technical cooperation projects, and 6 projects that was funded by the supplementary budget (ODA to international organizations). Also, in terms of the achievements of Japan's ODA of the development issues, there were 11 basic infrastructure development projects, 17 agriculture/food security projects, 27 human resources development projects that support Angola's economic development, 16 health/medical care projects, 23 de-mining projects, 6 projects in fields related to safety (other than health/medical care, de-mining measures), and 7 other projects.

Chapter 3. Results of the Evaluation

3-1 Evaluation from Development Viewpoints

In this Chapter, the three evaluation criteria from the development viewpoints ("Relevance of policies," "Effectiveness of results" and "Appropriateness of processes") were evaluated of Japan's ODA policy to Angola.

3-1-1 Relevance of Policies

In this section, with the aim of evaluating the relevance of policies of Japan's ODA to Angola, the consistency between Japan's ODA policy to Angola and (a) Angola's development needs, (b) Japan's high-level development policies, and (c) international priority issues, as well as the coherence and supplementary relations of (d) assistance from other donors and the comparative advantage of Japan's ODA. In relation to the different target periods of documents that were used to confirm consistency of Japan's ODA policy to Angola (Angola's Development Policy, etc.), the priority areas of Japan's assistance to Angola (agreed in August 2006) or the Country Development Cooperation Policy for Angola (formulated in July 2017) were used.

As a result of this evaluation, it was clarified that there is consistency between Japan's ODA policy to Angola and Angola's development needs, Japan's high-level development policy and international priority issues, and that there were activities that demonstrate Japan's comparative advantages over other donors. The main results for each evaluation item are shown below, and the sub-ratings for all of the evaluation items were "a: High," with highly satisfactory evaluation results for all evaluation items,

which means that the evaluation team concluded the relevance of the Japan's ODA policies to Angola as "A. Highly satisfactory."

(1) Evaluation item 1: Consistency with Angola's Development Needs

Japan's ODA policy to Angola is consistent with the priority areas of Angola stated in Angola's development policies which are Vision 2025, the National Development Plan (PDN), and the Sector Development Plans of Angola.

However, Japan's Country Development Cooperation Policy for Angola does not specify about the development issues corresponding to the "(5) Balanced development of various regions, ensuring the stability and territorial integrity of Angola," which is a pillar of the new PDN (2018-2022). As for the achievements of Japan's ODA to Angola, although there were some projects of Grant Assistance for Grassroots Human Security that contribute to the construction/rehabilitation of public/social infrastructures in rural areas and technical cooperation projects aiming for rice production in rural areas, etc., as shown in "4-1(2) Recommendation 2: Expanding assistance to rural areas," Japan's ODA should be actively implemented in rural areas hereafter.

Based on the above, the evaluation team has sub-rated the consistency with Angola's development needs as "a: High."

(2) Evaluation item 2: Consistency with Japan's High-level Development Policy

Japan's ODA policy to Angola is consistent with the ODA Charter, Japan's Medium-Term Policy on ODA and the Development Cooperation Charter, as well as Japan's ODA Policy to Africa (Japan's ODA policy on aid to Sub-Saharan Africa as stated in the ODA White Paper published in 2017, the Yokohama Action Plans of TICAD (Tokyo International Conference on African Development) IV and V).

Based on the above, the evaluation team has sub-rated the consistency with Japan's high-level development policy as "a: High."

(3) Evaluation item 3: Consistency with International Priority Issues

Japan's ODA policy to Angola is consistent with the Millennium Development Goals (MDGs) and the Sustainable Development Goals (SDGs).

Based on the above, the evaluation team has sub-rated the consistency with international priority issues as "a: High."

(4) Evaluation item 4: Coherence with Assistance from Other Donors/Japan's Comparative Advantages

Angola's development needs conforms with the direction of assistance from major donors and international agencies. While other donors are carrying out assistance, making use of their advantages, Japan is also implementing assistance along that direction by taking full advantage of its own strengths.

The characteristics of Japan's ODA are human resource development that is well planned and utilizes Japan's expertise and experience, continuous assistance combining multiple schemes, and cooperation that utilizes Brazilian human resources.

This assistance contributes to Angola's development issues and has great potential to demonstrate Japan's presence and advantage when compared to other donors.

Based on the above description, the evaluation team has sub-rated the coherence of assistance from other donors/Japan's comparative advantages as "a: High."

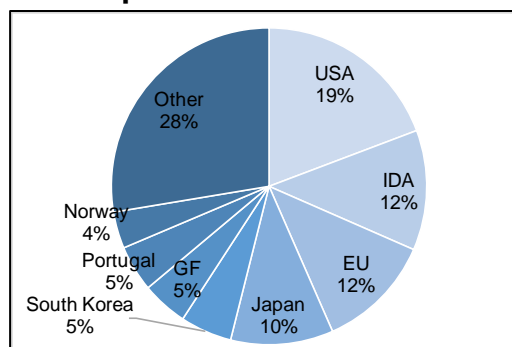
3-1-2 Effectiveness of Results

In this Section, with the purpose of evaluating the effectiveness of results, based on the achievement of Japan's ODA to Angola from fiscal year 2006 to fiscal year 2017, an evaluation was made of the contribution of Japan's ODA to Angola in relation to each development issue and priority area of Japan's ODA policy shown in Fig. 1.

From the viewpoint of the amount of assistance, the results of the evaluation show that Japan's ODA made a certain amount of contribution. These assistance has contributed to the promotion of industry development policies and improvement of economic and social infrastructures that support Angola's sustainable economic growth, development of diverse human resources to support Angola's economic growth, and human security in Angola. The main results for each evaluation item are shown below, and the sub-ratings for both evaluation items was "b: Fair," which confirms that significant results were obtained for almost all verification items, so the effectiveness of results for Japan's ODA is deemed to be "B. Satisfactory."

(1) Evaluation item 1: Achievement and Contribution of Japan's ODA

Fig. 7 shows the ratio per donor of the total ODA for Angola from both bilateral and multilateral donors (2006 to 2016). The United States comes in first with 19% (US\$ 652.3 million), followed by the International Development Association (IDA) with 12% (US\$ 414.9 million), and the European Union (EU) with 12% (US\$ 401.6 million). Japan is fourth with 10% (US\$ 356.4 million). Among the bilateral donors, Japan is ranked second after the United States. As we can see, from the viewpoint of the assistance amount, a certain level of contribution has been provided.



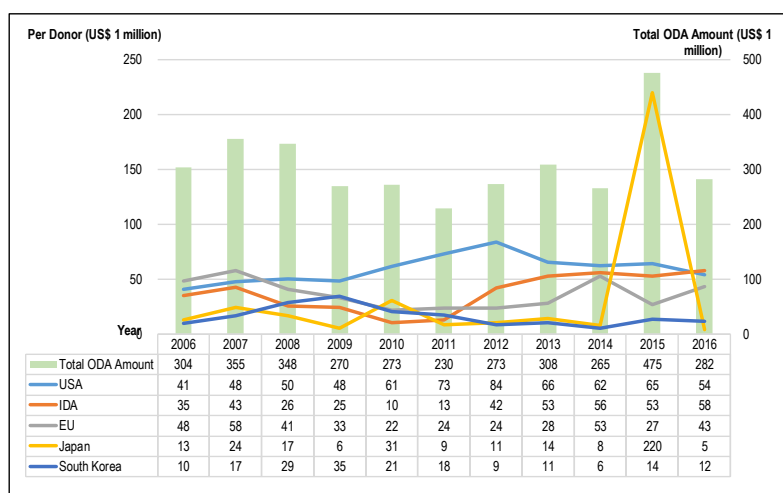
(Source) Produced by the evaluation team from the Creditor Reporting System Online Database (Organization of Economic Cooperation Development (OECD), 2006 to 2016)

(Note) Based on net expenditure. GF: Global Funds

Fig. 7 Ratio by donor of total ODA for Angola (2006 to 2016)

The transition of the total amount of ODA to Angola (2006 to 2016) and the total amount (2006 to 2016) among the five high-level donors are shown in Fig. 8. The total ODA amount is around US\$ 300 million per year, of which, the US provides assistance of approximately US\$ 50 to 80 million every year, IDA provides approximately US\$ 10

to 60 million, the EU provides approximately US\$ 20 to 60 million, and South Korea provides approximately US\$ 10 to 30 million, with the range of assistance being around US\$ 10 to 80 million per year. In this regard, Japan provided assistance of approximately US\$ 10 to 30 million between 2006 and 2014 and in 2016, as shown in



(Source) Produced by the evaluation team from the Creditor Reporting System Outline Database (OECD, 2006 to 2016)

(Note) Based on gross expenditure.

Fig. 8 Transition in ODA to Angola (2006 to 2016)

Table 2, which is about 2-11% of the total annual ODA amount. While this is slightly lower than that of other donors, Japan has provided a certain level of contribution. In 2015, Japan's contribution was much larger as an ODA loan was provided, which makes up a total of US\$ 220 million, which comprised 46% of the total ODA amount to Angola.

Table 2 Japan's ODA funding as a ratio of the total amount of ODA to Angola

Year	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Ratio (%)	4.22	6.88	4.80	2.14	11.28	3.79	3.84	4.59	3.00	46.28	1.61

(Source) Produced by the evaluation team based on the Creditor Reporting System Outline Database (OECD, 2006 to 2016)

(Note) Based on gross expenditure.

Also, the percentage of Japan's ODA contribution against the total amount of ODA to Angola (2006 to 2017) in each sector and the ranking among bilateral and multilateral donors are shown in Table 3. In the energy sector, the percentage of Japan's ODA is 96%, which is the highest rank among other countries. In the transport and storage sector, the percentage of Japan's ODA is 39%, which is the second highest. In other sectors, the percentage of Japan's ODA is 10% or less.

Table 3 Percentage of the amount of Japan's ODA against the total amount of ODA to Angola (2006 to 2017) in each sector and ranking

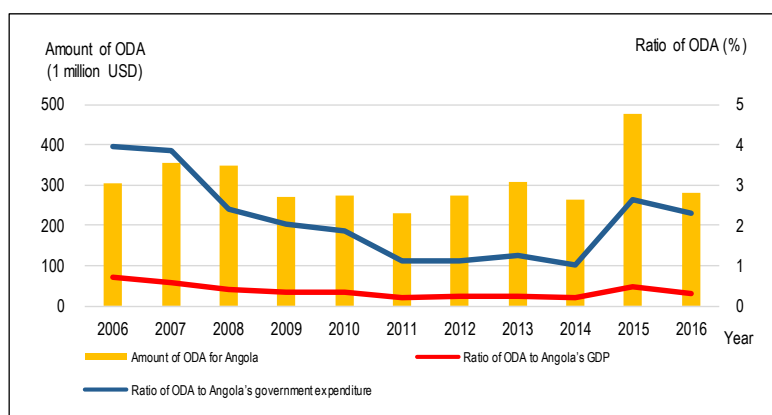
Sector	Transport and storage	Energy	Water and sanitation	Agriculture and fisheries	Education	Health	Processing of land mines and leftover explosives from the war
Amount of assistance from bilateral/multilateral donors(millions of US\$)	58.72	228.31	289.52	246.69	345.98	660.33	139.79
Japanese assistance amount(millions of US\$)	22.97	219.88	3.60	8.85	30.53	24.77	12.08
Ratio of Japanese assistance amount (%)	39	96	1	4	9	4	9
Ranking of Japanese assistance amount	2	1	8	5	6	5	3

(Source) Produced by the evaluation team based on Creditor Reporting System Outline Database (OECD, 2006 to 2017)

(Note 1) Based on gross expenditure.

(Note 2) The sectors in which achievement of Japan's ODA has been continued are shown. The sectors in the table are as per the classification of the OECD Creditor Reporting System Outline Database

On the other hand, the percentage of ODA funding to Angola's Gross Domestic Product (GDP) comprises less than 1%, and the percentage of ODA funding to Angola's government expenditure is around 1 to 4%, which means that the effect of ODA funding to Angola's finance was limited in comparison to low-income countries (Fig 9).



(Source) Produced by the evaluation team based on the Creditor Reporting System Outline Database (OECD, 2006 to 2016), and World Development Indicators (World Bank, 2006 to 2016)

(Note) Based on gross expenditure.

Fig 9 Transition in the ratio of ODA to Angola's GDP and government expenditure (2006 to 2016)

Also, with regard to the development issues of Japan's Country Development Cooperation Policy for Angola (development of basic infrastructure, agriculture/food security, human resource development that supports Angola's economic development, health/medical care, de-mining measures), the Government of Japan is providing steady assistance and contribution. The main achievements and contributions of Japan's ODA to Angola are shown in Table 4.

Table 4 Main achievements and contributions of Japan's ODA for each development issues of Japan's Country Development Cooperation Policy for Angola

Development issue	Sector	Main achievements	Main contribution
Development of basic infrastructure	Ports	Rehabilitation of Port Namibe and cargo machinery maintenance, technical cooperation for operations and management	Improved safety/efficiency of Port Namibe, increased transport capacity
	Electricity	<ul style="list-style-type: none"> Support for monitoring of the formulation of policy actions for electricity sector reforms, financial assistance Formulation of the electricity master plan and capacity development for its formulation 	Regarding the electricity sector, support the infrastructure reform and legislative improvement, increased ability to plan and provide electricity source/power distribution projects ⇒Improved effectiveness, efficiency and sustainability of power generation/supply/distribution projects
	Water	Maintenance of well excavation equipment/water supply facilities	Supply of potable water to at least 90,000 people and the reduction of water-borne diseases ⇒Improvement of the living environment
Agriculture/food security	Rice production	Draft the National Rice Development Strategy, implementing technical rice production projects, selection of rice varieties, establishment of the seed production subcommittee, provision and	Established and reinforced the environment for rice production, dissemination and research, improvement

		maintenance training of rice huller machines, rice production training and practice	of rice production techniques ⇒Improvement in rice farming productivity
	Other agriculture	<ul style="list-style-type: none"> • Agricultural production training, agriculture equipment provision, grain storehouse construction • Construction of a facility for agricultural produce processing/community center for cooking training • Development of agriculture infrastructure such as irrigation facilities • Capacity development of fishery unions 	<ul style="list-style-type: none"> • Established environment for agricultural production • Human resource training for the agricultural sector
Human resource development that supports to Angola's development	Vocational training	<ul style="list-style-type: none"> • Construction of facilities in Viana vocational training center, provision of training equipment, assistance for producing training programs/teaching materials, creation of a secure training environment • Guidance and training for center staff 	Secured a training environment for three training courses in the construction sector (topographic surveying, construction work and steel processing operation for structures) and personnel training for staff at the vocational training center
	Education	<ul style="list-style-type: none"> • Construction and expansion of elementary schools, maintenance of water supply equipment and facilities, etc. (33 schools) • Middle school science and maths education: Accumulated expertise of teaching methods for 401 teachers and rural area training staff, production of textbooks for five subjects 	Creation of a safe and pleasant education environment (beneficiaries: at least 24,680 children, and 128 literacy education students), training for teaching personnel, created teaching materials ⇒Improved the quality of basic education
	Other human resources development	Developing human resources in the fields of sewing, mining (geology) and communications (terrestrial digital television)	—
Health/medical care	Infectious disease prevention	Provision of equipment to counteract malaria, vaccines for polio, measles and tetanus toxoid, yellow fever vaccine inoculation campaigns and training for healthcare personnel	Prevention and control of infectious diseases
	Construction of health/medical care facilities, provision of medical care machinery	Construction and expansion of emergency wards/health centers, vocational training schools for healthcare workers, and health education centers, provision of cataract surgical equipment and facilities	Improved healthcare service environment
	Technical cooperation related to human resource in the healthcare sector	Training for healthcare personnel (training for instructors, etc.), establishment of maternity child and health book committee, introduction and revision of maternal and child health handbook	Improved quality of health services

	Nutrition	Regular health care services in the community for detection and treatment of children with severe acute malnutrition, training for 924 healthcare personnel, detection and treatment of 3,400 malnourished children	Improved access to high-quality medical care for malnourished children
De-mining measures	De-mining measures	Formulation of standard work procedures for the National Demining Institute (INAD), development of human resources related to landmine removal, collection of data and update for regions affected by land mines, land mine removal (313 hectares), land mine avoidance education (more than 7,705 people)/victim assistance	Promotion of de-mining, improved safety for residents living in areas affected by land mines ⇒Improved living environment and promoted development of infrastructure
Sectors related to safety	Sectors related to human security (other than health care and de-mining measures)	<ul style="list-style-type: none"> • Food assistance • Implementation of reconstruction-related projects (agriculture, water, education, etc.), formulation of the rural development plan in Lobito city • Assistance for nutrition, health, water, sanitation and child protection in drought-affected regions • Construction of sanitation facilities and emergency schools in refugee centers (inhabited by refugees from DR Congo) 	Mitigation of negative effects caused by climate change and conflicts, etc.

(Source) Produced by the evaluation team based on the websites of MOFA/Embassy of Japan in Angola/Japan International Cooperation Agency (JICA)/United Nations International Children's Emergency Fund (UNICEF)/United Nations Development Programme (UNDP), and the ex-ante evaluation chart, progress report and completion report for the target projects of this evaluation

Meanwhile, there were many ODA projects with nothing other than the summary (plan) and with no detailed information about the achievements or outcomes of the assistance that was implemented. Thus, the evaluation team was not able to confirm the achievements/outputs of all ODA projects of Japan in Angola. Also, among Japan's ODA, there were projects in which the initial targets have not been achieved for agriculture projects of the development issue "Agriculture and food security," human resources development (communication field) projects in "Human resources development that contributes to development" and health/medical care facility construction projects in "Health/medical care."

Based on the above, the evaluation team has sub-rated the achievement of and contribution from Japan's ODA as "b: Fair."

(2) Evaluation item 2: Effectiveness of Assistance of the Priority Areas

As shown below, some achievements could not be confirmed at the time of this evaluation because (a) some ODA projects had no detailed information about the achievements or outputs from the assistance, and (b) it includes expected achievements of ongoing ODA projects in Angola for which the achievements/contribution had not yet been confirmed. Also, as shown above, it was confirmed that some ODA projects in Angola did not achieve the initial targets.

a. Economic Development Assistance for the Purpose of Industry Diversification

Through assistance related to the above-mentioned development of basic infrastructure and agriculture/food security, Japan is contributing to promote industry

development policies (electricity), improve the economic and social infrastructures (ports, electricity, water, agriculture), provide potable water supply, and improve agricultural productivity. Thus, an increase of agricultural production is to be expected that supports Angola's sustainable economic growth.

b. Capacity Development of Diverse Human Resources:

Through assistance related to human resources contributing to the above-mentioned issues, Japan is contributing to the capacity development of diverse human resources that support the sustainable growth of Angola by improving the quality of basic education and providing training in the sectors of construction, de-mining and data transmission.

c. Assistance in Areas related to Human Security:

Through assistance related to health/medical care, de-mining measures and other sectors related to safety, as mentioned above, Japan is contributing to secure human security by promoting health improvement and de-mining measures, improving the safety of residents in areas affected by land mines, and by contributing to mitigate the negative effects caused by climate change and conflicts, etc.

Based on the above, the evaluation team has sub-rated the effectiveness of assistance in priority areas as "b: Fair."

3-1-3 Appropriateness of Processes

In this Section, with the purpose of confirming the appropriateness of processes of Japan's ODA to Angola, an evaluation will be made of "the appropriateness of processes in the formulation of Japan's Country Development Cooperation Policy for Angola," and "the appropriateness of processes for the implementation of Japan's ODA to Angola." The facts will be examined on what organizations and procedures were concerned in the formulation and implementation of both policies. Then, an evaluation will be made on whether appropriate processes were used to ensure the relevance of policies and effectiveness of results for Japan's ODA to Angola in terms of the appropriateness of communications between all involved parties in those processes, etc.

As a result of this evaluation, it can be said that Japan's ODA to Angola was formulated through appropriate processes. In the process of implementing Japan's ODA, stakeholders involved in the implementation of Japan's ODA have carried out the basic implementation cycle of projects and policies, understanding the needs of Angola, implementing assistance approaches in line with the post-conflict status of Angola, executing monitoring/evaluation, promoting collaboration/cooperation with other development actors, and giving consideration to social/ethical situations and disseminating information. There were also issues confirmed in the processes concerning execution speed until the start of Japan's ODA projects and in the awareness of Japan's ODA to the people of Angola. The results of each evaluation item are shown below, and the sub-rating of each evaluation item is either a: High or

b: Fair, which confirms that both evaluation items were implemented appropriately. The evaluation team has therefore rated the appropriateness of processes of Japan's ODA to Angola as "B: Satisfactory."

(1) Evaluation item 1: Appropriateness of Processes in the Formulation of Japan's Country Development Cooperation Policy for Angola

Japan's Country Development Cooperation Policy for Angola has been formulated based on the Government of Angola's development plan and Japan's development cooperation policy, through a series of consultations with the Government of Angola and adjustments with other donors/international agencies and Non-Government Organizations (NGO), and, it can be said that Japan's Country Development Cooperation Policy for Angola was formulated through appropriate processes.

Based on the above, the evaluation team has sub-rated the appropriateness of processes in the formulation of Japan's Country Development Cooperation Policy for Angola as "a: High".

(2) Evaluation item 2: Appropriateness of Processes in the Implementation of Japan's ODA to Angola

a. The management status of organizations related to development cooperation in Angola and Japan

There was an appropriate cycle of information collection/ sharing among stakeholders of Japan's ODA to Angola. Also, Japanese officials related to the electricity master plan have carried out measures to improve information sharing in the Government of Angola by inviting relevant government ministries other than the counterparts (C/P) to public seminars regarding the master plan.

b. Continuous understanding of the needs of the Government of Angola

Japanese stakeholders have implemented initiatives to understand and reflect the needs of the Government of Angola in current ODA projects in the country.

c. Implementing approaches of priority areas of Japan's Country Development Cooperation Policy for Angola

Considering Japan's ODA to Angola, the approaches of assistance were in line with the post-conflict status of Angola, and, individual projects are being formulated and implemented based on the priority areas of Japan's ODA policy. However, since Angola was in the process of reconstruction after the civil war and was in need of immediate solutions concerning the execution speed until the project commencement, such as procedures and preparations leading up to Japan's ODA project formulation, did not necessarily match the expectation of Angola, although it is also due in part to the procedures taken by the Government of Angola.

d. Regular monitoring/evaluation/feedback of policy implementation

Regarding Japan's ODA to Angola, the implementation status of each project is being monitored and evaluated to evaluate the effects.

e. Collaboration/cooperation with other donors/international agencies, international/local NGOs and relevant Japanese agencies

In addition to information sharing/exchanging ideas between the Government of Japan/JICA and other donors/international agencies and Japanese companies, assistance is being carried out in coordination with the Government of Japan/JICA, other donors/international agencies and NGOs. This includes successful initiatives such as the use of human resources from Brazil, which is an asset of the Japan-Brazil cooperation, coordination with NGOs that have reliable project implementation capabilities at the grassroots level, and joint screenings and project management of co-financing with developmental finance institutions at the regional level.

f. Social and ethical considerations

For Japan's ODA to Angola, attention is given to linguistic diversity, gender and religion at the project level.

g. Public Relations of Japan's ODA

Although PR is being carried out regarding Japan's ODA to Angola, there is an issue to raise awareness of Japan's ODA to Angola among the general public in Angola and among officials of the Government of Angola. On the other hand, grassroot level assistance by means of the Government of Japan through Japanese and local NGOs, has clear beneficial outcomes and is widely recognized among residents of those target regions (although it is limited to specific regions).

Based on the above, the evaluation team has sub-rated the appropriateness of processes in the implementation of Japan's ODA to Angola as "b: Fair".

3-2 Evaluation from Diplomatic Viewpoints

In this Section, an evaluation will be made of two evaluation items ("diplomatic importance" and "diplomatic impact" from the viewpoint of diplomacy, regarding Japan's ODA to Angola.

3-2-1 Main evaluation results

Being the chairperson of the Community of Portuguese Language Countries ⁴ (CPLP) and Southern African Development Community ⁵ (SADC), Angola is increasing its presence as a regional power of Africa. Also, the new Lourenço administration, established in September 2017, has shown great interest in strengthening bilateral relations with Japan, and the importance of Japan-Angola diplomatic relations is expected to increase even further. Angola has potential in terms of the economy, and the new Lourenço administration has shown intentions to strengthen economic relations

⁴ The members are the following nine Portuguese speaking countries: Angola, Brazil, Cape Verde, Guinea Bissau, Equatorial Guinea, Mozambique, Portugal, Democratic Republic of Sao Tome and Principe, Timor-Leste (MOFA Website: Community of Portuguese Language Countries (CPLP) (page last accessed January 7, 2019)).

⁵ The members are the following 16 Southern African countries. Tanzania, Zambia, Botswana, Mozambique, Angola, Zimbabwe, Lesotho, Swaziland, Malawi, Namibia, South Africa, Mauritius, Democratic Republic of Congo, Madagascar, the Seychelles, Comoros (MOFA Website: Southern African Development Community (SADC) (last accessed January 7, 2019)).

with Japan, in particular, so there is also great importance from an economic viewpoint. Furthermore, since Angola has achieved peace and development since the civil war, support from the Government of Japan for efforts to make reforms by Angola, has an important meaning from the viewpoint of stability for the Sub-Sahara African region.

In terms of the impact of Japan's ODA, Japan-Angola bilateral relations, President Lourenço mentioned Japan as an important partner in his inaugural speech. Also, it has been confirmed that high-level officials of Angola have highly appraised Japan's ODA. Regarding the impact of Japan's ODA to Angola to Japan/the Japanese public, certain effects have been confirmed from a social perspective, such as increasing the number of people well-versed in Japan through the de-mining measures implemented by Japanese NGOs of the Grant Assistance for Japanese NGO Projects. At the present stage, the economic impact of Japan's ODA to Japanese companies in Angola have not yet been confirmed, but, due to initiatives by the new Lourenço administration to eliminate corruption and maintain a good business environment, Japanese companies are expected to enter Angola and make investments in the near future. The next section shows the main evidence of the evaluation results.

3-2-2 Main Evidence of the Evaluation Results

(1) Diplomatic Importance

(a) Importance of Japan's ODA Based on Japan's Diplomatic Policy

The Government of Japan has formulated the National Security Strategy, which is one of Japan's diplomatic policies to provide policy guidelines in sectors related to national security such as maritime, space, cyber security and ODA.

Japan's ODA to Angola is an initiative related to "IV Japan's Strategic Approaches to National Security" of this Strategy. In particular, regarding "Strengthening Cooperation Based on Universal Values to Resolve Global Issues," Japan's ODA to Angola is being implemented for the aims of "assistance for development issues," "initiatives for global issues such as climate change, cross-border infectious diseases, and sectors related to MDGs and SDGs," "land mine countermeasures/refugee assistance (human security)," "human resources development initiatives through technical cooperation and Grant Assistance for Japanese NGO Projects, etc." Therefore it can be said that ODA to Angola is being developed based on Japan's diplomatic policy.



Photo 1 State Minister for Foreign Affairs Masahisa Sato meets with President Lourenço

(From MoFA HP: State Minister for Foreign Affairs Sato (Prime Minister's Special Envoy) Visits Angola (Results) (page last accessed on January 28, 2019))

(b) Importance of Bilateral Diplomatic Relations with Angola

As shown below, there are five main points in terms of the importance of bilateral diplomatic relations between Japan and Angola.

The 1st point is that Angola is increasing its presence as a regional power of Africa as a chairperson of the CPLP (two years from 2010) and SADC (one year from 2011), and as a non-permanent member of the United Nations Security Council (two years from 2015).

The 2nd point is that Angola shares the same universal values as Japan⁶, and in foreign ministerial conferences held recently, discussions have been held regarding UN Security Council reforms, maritime security and the North Korean situation, etc. In particular, considering the North Korean situation, the Japan-Angola foreign ministerial conference held in October 2018, support was gained from the Government of Angola for the importance of ensuring the complete fulfillment of the UN Security Council Resolution towards the denuclearization of the Korean Peninsula and for an immediate resolution of the abduction issue. Thus, it is thought there will be more opportunities in the future for continued support from the Government of Angola.

The 3rd point is that bilateral relations between Angola and Japan are becoming closer since the establishment of the Lourenço administration in September 2017. State Minister for Foreign Affairs Masahisa Sato was present at the inauguration of the new President. In his inaugural speech, President Lourenço mentioned Japan as one of the countries in which Angola should strengthen its relationship in the future. Furthermore, in October 2018, Foreign Minister Augusto (Angola) held discussions with Foreign Minister Taro Kono (Japan) in which he reiterated the desire of President Lourenço to expand the strategic relationship with Japan. Foreign Minister Kono also declared that the Government of Japan wishes to answer to the expectations of Angola. It can be predicted that the diplomatic relations between these two countries will be further strengthened.

The 4th point is that the Government of Japan has been actively promoting diplomacy in Africa by hosting the Tokyo International Conference on African Development (TICAD) once every five years since 1993, from the four viewpoints of (1) strengthening Japan's diplomatic foundations (increasing the number of diplomatic partners to engage in various diplomatic issues), (2) ensuring resources and developing markets, (3) gaining trust in the international community, and (4) strengthening the influence of Japan in the international community⁷. Angola has the third largest economy in the Sub-Saharan Africa region after Nigeria and South Africa⁸, and also has economic and

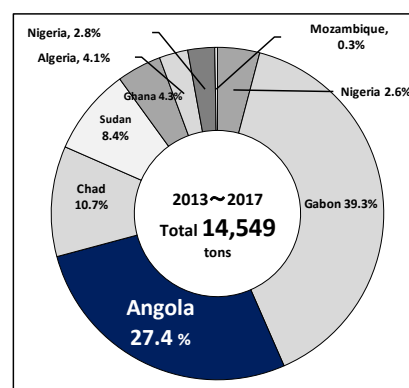
⁶ Based on interviews with MOFA Middle Eastern and African Affairs Bureau, African Affairs Department, Second Africa Division (August 22, 2018).

⁷ Based on Japan's Diplomatic Policy in Africa (MOFA African Affairs Department, 2014). Every five years until TICAD V (2013), every three years since TICAD VI (2016).

⁸ GDP: Nigeria: 375,770 million USD, South Africa 349,419 million USD, Angola 124,209 million USD (based on World Bank Open Data (2017)).

political presence in Africa as a chairperson of the SADC, as mentioned above. Thus, the diplomatic importance of Angola is high among the other African countries.

The 5th point is that Angola has an abundant amount of resources. In particular, regarding oil, approximately 3,984 tons of crude oil has been imported from Angola to Japan over the last five years (total between 2013 and 2017), which is the second largest amount, comprising approximately 30% of the import volume from the Sub-Saharan Africa (Fig.10). Hence, Angola is a highly important country to Japan from the viewpoint of ensuring resources.



(Source) Produced by the evaluation team based on Mineral Resources and Petroleum Product Statistics (METI, 2017).

Fig. 10 Japan's crude oil imports from Sub-Saharan Africa (2013-2017)

(c) Other Reasons of the Importance of Japan's ODA to Angola

The other reasons of the importance of Japan's ODA than the above-mentioned bilateral diplomatic relations are shown below.

(1) Strengthening the Economic Relations of Japan and Angola

Angola has a high economic potential, such as abundant resources in the energy/mineral sectors and agriculture and fisheries. Furthermore, the Lourenço administration has expressed the country's intent to strengthen economic relations with Japan, and the Government of Angola has shown its expectations for Japanese companies to come and invest in Angola at the Japan-Africa Public-Private Economic Forum and International Trade Fair of Luanda.

Currently, only a few Japanese companies have commenced business in Angola due to such obstacles as the undeveloped business environment, price of commodities, Angola being a Portuguese speaking country and overseas remittance⁹. Although, there lies a possibility that Japan's ODA will lead Japanese companies to actively enter and start business in Angola in the future. Thus, Japan's ODA to Angola is also important from an economic viewpoint.

(2) For the Stability of the Sub-Saharan Africa Region

Angola has had serious governance issues such as severe corruption issues, but, in 2017, the new Lourenço administration began working on administrative reforms such as promoting effective administrative procedures and eliminating corruption¹⁰.

Since the end of the civil war in 2002, Angola has achieved consolidation of peace and development by the provision of oil. Also, the 2017 presidential election was held peacefully without any major confusions¹¹. Based on this background, Japan's support

⁹ Based on interviews with the Japan External Trade Organization (JETRO) (September 10, 2018).

¹⁰ May 2018 JOI (Japan Institute for Overseas Investment) bulletin, "The Amazing Country of Angola." (written by Shinichi Itagaki from JBIC in 2018)

¹¹ Based on interviews with MOFA Middle Eastern and African Affairs Bureau, African Affairs Department, Second Africa Division (August 22, 2018).

for Angola's reform efforts will lead to the stability of Sub-Saharan Africa, thus has great significance for Japan.

(2) Diplomatic Impact

(a) Positioning of Japan in the International Community/Impact on the African Region

It has been confirmed that Japan's ODA to Angola, such as assistance of de-mining measures and projects assisting refugees from the Democratic Republic of Congo, has contributed to constructive measures for "human security" being promoted by Japan, which has increased Japan's presence in the international community. Also, assistance for vulnerable people who have been affected by serious global issues such as drought helps to "build a sustainable and resilient international community through efforts to address global challenges" as stated in the Development Cooperation Charter. Furthermore, although the effects can not be confirmed as of now, assistance for refugees from the Democratic Republic of Congo will lead to stability in Angola as well as in the Sub-Saharan Africa region including neighboring countries.

(b) Impact on bilateral relations/Japan-public relations

(1) Impact on bilateral relations

The fact that President Lourenço mentioned Japan as an important partner in his inaugural speech sets an example that Angola recognizes the steady and continuous ODA of Japan. Also, as shown in Table 5, Japan's ODA is highly appraised by senior officials in Angola, and has contributed to strengthen Japan-Angola bilateral relations.

Table 5 Recognition of Japan's ODA by senior officials in Angola

Development issues	Details
Development of basic infrastructure	Regarding the ODA loan project "Power Sector Reform Support Program (2015)", senior officials from the Government of Angola showed their gratitude from the viewpoint of providing immediate support to the Government of Angola which had encountered financial difficulties due to the sudden drop of oil prices. Also, the provision of ODA loan to Angola had a positive impact on senior officials from the Government of Angola.
Health/medical care	Regarding Japanese Grant Aid Cooperation for the rehabilitations of the Josina Machel Hospital, senior officials in Angola made reference to this project as an major example of Japanese contribution. Also, the Minister of Health of Angola participated in the kick-off meeting for the Technical Cooperation Projects named "Project for Improving Maternal and Child Health Services through Implementation of the Maternal and Child Health Handbook", and Health Ministers hereafter have continued support of the maternal and child health handbook, which Japan introduced to Angola.
De-mining measures	Japan's assistance of de-mining (assistance through Grant Assistance for Grassroots Human Security Projects and Grant Assistance for Japanese NGO Projects) has been raised in discussions by senior officials of Angola, who have also expressed their gratitude for the projects.

(Source) Produced by the evaluation team based on the MOFA website, and interviews with experts working on "Power Sector Reform Support Program" (Technical Cooperation through JICA's Loan Account) (September 5, 2018), experts working on "Project for Improving Maternal and Child Health Services through Implementation of the Maternal and Child Health Handbook" (October 25, 2018), and MOFA Middle Eastern and African Affairs Bureau, African Affairs Department, Second Africa Division (August 22, 2018)

(2) Impact to Japan/the Japanese Public

< Social Aspects >

There are five points concerning the impact of Japan's ODA to Angola to Japan/the Japanese public, as shown below.

First, as an example of the alumni association for participants who joined JICA's technical trainings, the Ex-Bolseiros da JICA em Angola (ABJA) was founded in 2006, with the purpose of ex-participants (who have consulted with JICA) returning the outputs of their JICA technical training to the community and society of Angola. This is a good example of increasing the number of people well-versed in Japan through the acceptance of trainees. From 1992 until today, JICA has implemented technical training for more than 1000 people from various government ministries of Angola, of which 226 received training in Japan and 251 received training in a third country¹² (Brazil, Egypt, Kenya, etc.). ABJA, which has been accumulating all outputs, has approximately 500 members who are working to return the expertise to Angolan society by means of volunteer activities, training and seminars in diverse fields. They are also promoting to maintain positive relations between Japan and Angola through various activities. In recent years, in addition to the repair of hospital equipment, environment education, and compost training for farmers, they have hosted events related to Japanese sports and Japanese – Angolan cooking, which should boost the number of people well-versed in Japan¹³.

As for the 2nd point, the “Land mine actions/regional reconstruction assistance project in the Bengo province,” a project has been carried out for six years by a Japanese NGO called Japan Mine Action Service (under the Grant Assistance for Japanese NGO Projects), is “face-to-face assistance” that works to develop capacities, so that members of the de-mining agency, INAD, can carry out activities independently through the long-term contribution of Japanese experts. This project has greatly demonstrated Japan's presence in the region. Always incorporating communication with local residents and carrying out activities rooted in people's lives, all of the local residents have expressed their respect to this Japanese NGO. The NGO has also received a letter of appreciation from the school constructed on de-mined land. This is a good



Photo 2 Land mine avoidance training for local residents
(Meeting supported by Japan Mine Action Service)

¹² Number of trainees between 1992 and 2016. Between fiscal 2006 and 2017, Training was implemented in Japan a total of 145 times for a total of more than 260 trainees (based on materials provided by JICA (track record of acceptance of technical training participants)).

¹³ Based on the JICA website, JICA Angola office pamphlets and interviews with ABJA (September 25, 2018).

example of an activity which has boosted the number of people who are well-versed in Japan¹⁴.

The 3rd point is that Japan is implementing Grant Assistance for Cultural Grassroots Projects in Angola with the purposes of promoting development of culture and education of developing countries, cultural exchanges of Japan and these countries, as well as positive relations and mutual understanding¹⁵. In terms of Grant Assistance for Cultural Grassroots Projects with a diplomatic impact, there is the “Project for Provision of Musical Instruments for the Kaposoka Music School (2012)” and the “Project for Provision of Musical Instruments for the Obra Bella Music School (2015).” Even after the implementation of these projects, Japan and Angola have continued to carry out cultural exchanges including cooperation from the Kaposoka Music School and Obra Bella Music School through cultural projects by the Embassy of Japan in Angola. The Project for Provision of Musical Instruments for the Obra Bella Music School is a leading example of an effective Grant Assistance for Cultural Grassroots Projects¹⁶, and this cooperation is contributing to the cultivation of pro-Japanese in Angola while strengthening a friendly relation between the two countries.

The 4th point of the diplomatic impact of Japan’s ODA is that the number of Japanese nationals living in Angola has been decreasing in recent years¹⁷. It was as low as 34 people as of 2017, but is expected to increase in the future if the entry of Japanese companies in Angola shall be promoted. Meanwhile, the number of Angolan nationals living in Japan was 28 as of 2016, and 39 as of 2017, and is thus increasing.

The 5th point is that, as a result of analyzing Angolan media reports (newspaper articles) regarding Japan, there are only a few references of Japan in Angolan newspapers. Some of the few references in the newspaper were of Japanese national trends, introducing Japan as one of the leading nations in the international community, as well as natural hazards of Japan such as earthquakes. There were only a few articles that refer to Japan’s ODA to Angola, most of which only state facts of the assistance, and the evaluation was not able to confirm articles that expressed appreciation for Japan’s ODA. However, there was an article introducing Japan’s ODA to Angola in collaboration with UNICEF, and also an article of a statement from Hironori Sawada, the Ambassador of Japan in Angola, considering Japan’s ODA.

< Economic Aspects >

The following points can be raised from an economic perspective regarding the impact of Japan’s ODA to Angola to Japan/the Japanese public.

¹⁴ Based on interviews with (Approved Specified Nonprofit Corporation) Japan Mine Action Service (September 13, 2018), and Bengo branch of INAD (September 26, 2018).

¹⁵ Based on MOFA website (last access February 1, 2019).

¹⁶ Based on the visualization list of Grant Assistance for Cultural Grassroots Projects (representative examples of projects with visible effects) (MOFA, 2017).

¹⁷ At the time of this evaluation, most of the Japanese nationals living in Angola were ODA implementation officials (including their families), so it can be assumed that the number of Japanese in Angola decreased due to the reduction of the amount of Japan’s ODA.

Angola has great potential in terms of abundant resources in the energy/mineral sectors and agriculture and fisheries, for example, but only a small number of Japanese companies have commenced business in Angola due to such obstacles as the undeveloped business environment and the increase of corruption. During the period of high oil prices, Japan showed great interest in Angola¹⁸ by dispatching a Japan Business Federation economic research mission in October 2007 and a Joint Mission for Promoting Trade and Investment to Africa in August 2010, thus the number of Japanese companies in Angola increased from 2006 to 2009. However, this number has levelled off and is ranging from seven to nine companies since 2010, remaining at 8 as of 2019¹⁹. At present, it was not possible to confirm the economic impact of Japan's ODA on Japanese companies.

In the annual World Bank ranking named "Doing Business," which lists countries with business-friendly environments, Angola has been recording a low position of between 160th and 180th for the last 10 years since 2008. Although the evaluation could not confirm any signs of improvement in the current business situation of Angola, business developments are expected in Angola to initiatives by the Lourenço administration and this movement shall have a economic impact on Japanese companies.

President Lourenço is working on initiatives to eliminate corruption by reforming the nepotistic system of the former president through the dismissal of high-level officials of the former administration²⁰. Also, initiatives to improve the business environment are being promoted, including the adoption of the April 2018 Competition Law, the May 2018 Revised Private Investment Law, and other related laws, which is improving the conditions for overseas investors. President Lourenço has shown his intention to strengthen economic relations with Japan, and it is expected that these reform efforts by the new Lourenço administration will stimulate Japanese companies and investors to commence business in Angola, based on the relationship of trust between Japan and Angola built up through Japan's ODA to Angola²¹.

Regarding the improvement of the investment environment through Japan's ODA loan project "Power Sector Reform Support Program," assistance has been provided for the formulation/implementation of policy actions. Such assistance includes the revision of the private investment law, issuance of multi-visas, the improvement of remittance procedures such as the abolition of the central bank registration system for overseas capital transactions (imports), and the implementation of training for investment authority

¹⁸ Based on interviews with MOFA Middle Eastern and African Affairs Bureau African Affairs Department Second Africa Division (August 22, 2018).

¹⁹ Based on the materials provided by the Embassy of Japan in Angola.

²⁰ May 2018 JOI (Japan Institute for Overseas Investment) bulletin, "The Amazing Country of Angola." (written by Mr. Shinichi Itagaki from JBIC in 2018), and Angola: The status of the Angola oil industry from Sonangol reforms and overseas investment trends (Ms. Yukari Furukawa (Japan Oil, Gas and Metals National Corporation), 2018).

²¹ A recent example of this, Toyota Tsusho Corporation has signed a contract in January 2019 with the Ministry of Transport of Angola for the comprehensive development of the Port of Namibe Bay. Some of the funding for this development has been provided by means of co-financing from the Japan Bank for International Cooperation (JBIC) and private Japanese financial institutions (based on the Toyota Tsusho website (last accessed March 5, 2019)).

personnel to improve the management and transparency of regulations related to private business. At the time of this evaluation, the project was ongoing, and the effects have not been clearly spelled out.

Furthermore, regarding JICA's training project to advance the investment environment (training in Japan), Japan has conducted these projects to improve capabilities for trade/investment promotion, customs training, and finance training and as a project of accepting participants for training²².

Chapter 4. Recommendations and Lessons learned

4-1 Recommendations

(1) Recommendation 1: Mentioning the new PDN and other internal situations of Angola in Japan's Country Development Cooperation Policy for Angola or Rolling Plans

After the inauguration of President Lourenço in 2017, a new Angola National Development Plan (PDN) (2018-2022) was formulated. Along with this change of policies, the development plans for each sector in Angola have also changed, and the major donor countries other than Japan (such as USAID) and international agencies (such as World Bank, UNICEF) are beginning to update their assistance plans based on the new PDN (2018-2022).

Japan's current Country Development Cooperation Policy for Angola (including the Rolling Plans) was formulated in 2017, hence this policy paper should be revised immediately to incorporate the new PDN (2018-2022) of Angola.

Although the basic issues (such as industry diversification, building basic infrastructure for power and water supply, etc., providing healthcare and education), are already included in the current policy, new details of the items proposed in Recommendations 2, 3 and 4 below such as "expanding assistance to rural areas", "utilization of Japan's ODA loans" and "supporting the business investment sector" are needed to be incorporated into Japan's Country Development Cooperation Policy for Angola.

(2) Recommendation 2: Expanding Assistance to Rural Areas

One of the items that was strengthened in the new PDN (2018-2022) over the former PDN is "Pillar (5) Balanced development of various regions, ensuring the stability and territorial integrity of Angola." In the new PDN, policies were developed to promote economic development and reduce poverty for inland regions where development has been delayed (Cuando Cubango Province and Moxico Province, etc.). As of now, Japan's ODA has been implemented in the capital city, Luanda, and regional core cities such as Huambo and Benguela, but, with the formulation of the new PDN (2018-2022) in Angola, it is preferable that more consideration be given to assistance in rural areas

²² The details of the trainings are not listed on the JICA Knowledge Site, thus they have been removed from the scope of this evaluation (based on materials provided by JICA (track record of acceptance of technical training participants)).

(where development is delayed) in line with the PDN, while also promoting PR of Japan's ODA.

The achievements so far of Japan's ODA to Angola includes the construction and rehabilitation of public/social facilities through Grant Assistance for Grassroots Human Security Projects and rice development projects in rural areas. Taking in mind the current situation in Angola where progress is being made in the development of economic and social infrastructures in rural areas, it is hoped that Japan will cooperate more actively in Angola's rural areas.

(3) Recommendation 3: Utilization of Japan's ODA Loans

Angola is an upper middle-income country with a relatively high income rate, thus the country has exceeded the income level for the provision of grant aid²³. On the other hand, Angola has potential for cooperation by means of an ODA loan, which may suit Angola's development needs because a larger amount of assistance may be available²⁴. The evaluation team recommends Japan provide assistance that makes effective use of the ODA loan. Also, providing technical assistance along with ODA loan may be effective in terms of supporting the Government of Angola to fulfill the project step by step and ensure beneficial outcomes. However, since the Government of Angola is now facing the issue of rising sovereign debt caused by the low price of crude oil, it is necessary to ascertain the country's repayment abilities based on the provision of financial assistance to the Government of Angola from the International Monetary Fund (IMF) and the details of the debt sustainability analysis by the IMF.

(4) Recommendation 4: Supporting the Business Investment Sector

Private investment from Japan and the entry of businesses into Angola is stagnating. The advancement of the business investment sector is an important issue that the new Lourenço administration is engaging in, and there is a need to improve transparency and ensure accountability. Taking in mind this situation, the potential for Japan's ODA in this sector should be pursued, while referring to successful projects conducted in other countries.

For sectors that advance the business investment environment and improve governance, Japan International Cooperation Agency (JICA) has implemented various technical cooperation projects in other developing countries. For example, some of which are advancing customs operation (improved the capacity for customs, etc.), facilitating international trade by improving OSBP (One Stop Border Post) functions (completed in the neighboring country of Namibia), and developing administrative capacities concerning trade law and trade processes. Until now, due to the high cost of

²³ Regarding the provision of grant aid, MOFA states that "with reference to the income classification of the World Bank as the key criteria, MOFA will prioritize on the possibility of utilizing ODA loan in countries with a relatively high level of income." Angola is classified as a country that exceeds International Development Association eligibility standards in the finance guidelines published by the World Bank (countries with relatively high levels of income) (based on "Effective Use of Grant Aid in Countries with Relatively High Levels of Income (MOFA, 2014), and Per Capita Income Guidelines for Operational Purposes (World Bank, 2018)).

²⁴ The Ministry of Finance of the Government of Angola welcomes both financial assistance and project financing.

local living expenses and difficulty of securing safety for the experts, etc., it has been difficult to dispatch Japanese experts to Angola. Now that the situation is improving, there is a great need and significance for Japan to support the business investment sector of Angola.

(5) Recommendation 5: Strengthening Japan's ODA Implementation Structure in Angola

As for the Japan's ODA implementation structure in Angola, economic cooperation projects are being handled by 4 people in the JICA Angola office and 2 people (alongside other duties) in the Embassy of Japan. If the number of projects and funding amount for Japan's ODA to Angola will increase in the near future, it will be necessary to strengthen Japan's ODA implementation structure in Angola.

(6) Recommendation 6: Strengthening of PR regarding Japan's ODA

As stated in 3-1-3 (2) (g), improving awareness of Japan's ODA among the public in Angola and officials in the Government of Angola is an issue to be pursued from now on. It is also necessary to share information about Japan's ODA policy to Angola with the donor community in Angola.

In order to increase recognition of Japan's ODA to Angola (including the existence of JICA), it is necessary to strengthen PR activities for Japan's ODA. For example, such measures can be (1) revising and promoting JICA pamphlets that include up-to-date information, (2) the publication of newsletters introducing ODA projects on the Embassy website distributed regularly by email, etc., (3) holding publicity events in coordination with Ex-Bolseiros da JICA em Angola (ABJA), and (4) creating opportunities for information sharing and discussions (policy dialogues, etc.) on assistance policies and directions with international agencies and other donors.

Also, the English and Portuguese versions of "Japan's Country Development Cooperation Policy for Angola (including Rolling Plans)," which may become a PR tool for Japan's ODA, should be published as soon as possible, and listed on the websites of both MOFA and the Embassy in Angola. The English and Portuguese versions of this policy paper can be utilized to provide a foundation for dialogues and consultations.

Table 6 shows the possible target agencies, target period and importance of the above-mentioned recommendations.

Table 6 Recommendations in this evaluation and the support/assistance agencies, target period, importance

Recommendation	Target agencies *1				Target period *2	Importance**
	Headquarters		Local			
	MOFA	JICA headquarters	Japan Embassy	JICA office		
1. Mentioning the new PDN and other internal situations of Angola in Japan's Country Development Cooperation Policy for Angola or Rolling Plans	◎	○	○	○	Mid-term	◎

2. Expanding Assistance to rural areas	○	◎	◎	◎	Mid-term	○
3. Utilization of Japan's ODA loans	○	◎	○	◎	Mid-term	○
4. Supporting the Business Investment Sector	○	◎	○	◎	Mid-term	○
5. Strengthening Japan's ODA Implementation Structure	◎	◎	◎	◎	Mid-term	○
6. Strengthening of PR regarding Japan's ODA	○	○	◎	◎	Short-term	◎

(Source) Produced by the evaluation team

*1. Support/assistance agencies: ◎...Support agencies, ○...Assistance agencies

*2. Target period: Short-term 1 to 2 years, Mid-term 3 to 5 years, Long-term 5 years or more

*3. importance: ◎ High, ○ Fair

4-2 Lessons learned

(1) Lesson learned 1: Coordination with other development actors

JICA has gradually strengthened the implementation structures for assistance to Angola, by beginning from remote management from 2003 and 2010, to establishing a field office in July 2010 and changing the field office into a JICA office in July 2018. Considering the Japanese JICA experts, there have been more initiatives of projects utilizing these experts in recent years, although it does not have a long history and there are not many Portuguese speaking personnel among these Japanese experts. Meanwhile, as stated in 3-1-3 (2) (e), Japan has implemented a steady assistance in line with the changing needs of Angola since the end of the civil war in 2002, in coordination with international agencies, other donors and other countries.

As a means of overcoming the limitation of Japanese human resources working in Angola, coordination with other donors/international agencies/governmental agencies (Africa Development Bank (AfDB), UNICEF, Brazil's Serviço Nacional de Aprendizagem Industrial (SENAI) etc.) is one effective method. In particular, the use of Brazilian human resources/agencies is highly regarded as a means of overcoming the language barrier and in the sense of providing training that matches the conditions of Angola (vocational training, health care, etc.). Although Japan has only a short history of human resource development in Angola after the end of the civil war. Such experiences can be reference for assistance in countries trying to redevelop their country after the civil war and there is only a short history of Japan's ODA and limitations of Japanese human resources.

(2) Lesson learned 2: Long-term Commitment in Specific Sectors

Japan's ODA to Angola has been continuously implemented by combining multiple schemes in such sectors of health care, vocational training, and de-mining measures, which all demonstrates Japan's comparative advantages. The beneficial effects (development effects) of these sectors are all visible and they are highly regarded by Angola (diplomatic impact).

Grassroots level assistance (Grant Assistance for Grassroots Human Security Projects and Grant Assistance for Japanese NGO Projects) have clear beneficial effects on communities and residents, even if the amount of assistance is small. Local administration and regional residents are well aware of these projects due to continuous assistance from Japan. The continuation of grassroots level assistance is effective to demonstrate to a wide audience and to let the local people know further about Japan's contribution.

The long-term commitment of assistance to specific areas in which Japan has advantages is beneficial from the viewpoint achieving both development and diplomatic effects (vocational training, health care, de-mining measures, etc.). In these sectors, assistance combining multiple schemes (such as compiling facility construction/equipment provision (by grant aid) and human resource development (by technical cooperation,) is effective in terms of presenting Japan's contribution and producing the project effects continuously.

(3) Lesson learned 3: Project Formulation and Implementation in Countries under the Process of Reconstruction

As shown in 3-1-3 (2) (c), after the civil war, Angola has been reconstructing their country and was in need of immediate solutions for that cause. Thus Japan could not meet the expectations of Angola due to the speed of processes leading up to the commencement of the project, such as the procedures and preparations for ODA project formulation, in part of measure taken by the Government of Angola.

For countries in the process of reconstruction, such as Angola, there is a need for assistance that is implemented with speed since improving people's lives is an urgent matter. If the time span required for project formulation by Japan takes too long, there may be a possibility that Angola will halt Japan's ODA (technical cooperation, grant aids or ODA loans) and switch to other donors. Yet, Grant Assistance for Grassroots Human Security Projects is implemented relatively fast, and 50 projects have been conducted in Angola during the evaluation target period (fiscal year 2006 to fiscal year 2017). In terms of other sectors that have relatively fast implementation, there is the Non-Project Grant Aid, Emergency Development Studies, and Policy Assistance Loan (provided using co-financing with other donors), but the use of these schemes were limited in Angola.

(4) Lesson learned 4: Importance of Human Resources Development

Various officials in the Government of Angola/agencies have referred to the importance and need for human resource development and capacity building, and Japan has demonstrated its comparative advantages for the development of human resources, which is well planned and utilizes Japan's expertise and experience in the area of vocational training, health care and de-mining measures for the development of human resources.

Also, while there is a limitation to human resources and organizations that are useful in the effective implementation of projects in Angola, the use of Brazilian human resources in vocational training and health care and coordination with Japanese NGO in the area of de-mining measures are effective initiatives that demonstrate beneficial effects.