

Third Party Evaluation Report 2019

Ministry of Foreign Affairs of Japan

Evaluation of Grant Assistance for Japanese NGO Projects

March 2020

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Preface

This report, under the title “Evaluation of Grant Assistance for Japanese NGO Projects,” was undertaken by the International Development Center of Japan Inc. entrusted by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal year 2019.

Since its commencement in 1954, Japan’s Official Development Assistance (ODA) has contributed to development of partner countries and to solving ever-changing global issues. Today, the international community acknowledges the necessity to improve ODA’s 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 Grant Assistance for Japanese NGO Projects from development and diplomatic viewpoints, drawing on lessons from this review to make recommendations for reference in policy planning and its effective and efficient implementation by the Government of Japan, and ensuring accountability by making the evaluation results widely available to the general public.

The Evaluation Team in charge of this evaluation study consisted of a chief evaluator (Mr. Ryokichi Hirono, Emeritus Professor, Seikei University) and an advisor (Mr. Takashi Shimosawa, Professor, Shizuoka University of Art and Culture). Mr. Hirono who served as a chief evaluator supervised the entire evaluation process, and Mr. Shimosawa, as an advisor, shared his expertise on international cooperation and NGO activities which was indispensable to the appropriate surveys and analyses to complete the report. In addition, in the course of this study both in Japan and in the field survey, we have received support from MOFA, Japan’s overseas establishments and individual NGO’s headquarters, as well as government agencies, staff in local NGO offices, representatives from local communities and other donors. We would like to take this opportunity to express our sincere gratitude to all those who supported this study.

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

March 2020

International Development Center of Japan Inc.

Note: This English version is a translation of the Japanese Evaluation Report of Grant Assistance for Japanese NGO Projects.

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Chapter 1 Implementation Policy of the Evaluation

Implementation Structure of the Evaluation

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- Advisor: Mr. Takashi Shimosawa, Professor, Shizuoka University of Art and Culture
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Evaluation Period July 2019-March 2020

Field Survey Lao People's Democratic Republic (Laos) and the Republic of the Union of Myanmar (Myanmar)

Background and Objectives of the Evaluation

The “Grant Assistance for Japanese NGO Projects (hereinafter referred to as GANP)” is a scheme in which MOFA provides funds for economic and social development projects undertaken in developing countries by Japanese international cooperation NGOs. It is a core scheme to proceed with partnerships between the Government of Japan and NGOs. The Development Cooperation Charter approved by the Cabinet in 2015 stipulates the strategic enhancement of partnerships with NGOs / civil society organizations; and partnerships with NGOs are becoming increasingly important. This evaluation study conducted a comprehensive review on GANP from development and diplomatic viewpoints and has provided recommendations for future improvements.

1-1 Background and Objectives of the Evaluation

Official Development Assistance (ODA), a major pillar of Japan's international cooperation, is required to provide high-quality, effective and efficient aid both internationally and domestically. To improve the management of ODA, MOFA has been conducting ODA evaluations. GANP is a scheme in which MOFA provides funds for economic and social development projects undertaken in developing countries by Japanese international cooperation NGOs. It is a core

scheme to promote the partnerships between the Government of Japan and NGOs. The Development Cooperation Charter approved by the Cabinet in 2015 stipulates the strategic enhancement of partnerships with NGOs / civil society organizations and partnerships with NGOs are becoming increasingly important. This evaluation study was conducted with the objective of reviewing GANP comprehensively from development and diplomatic viewpoints and verifying the following.

Objectives of the Evaluation (4+3 items)

- ① What role did GANP play in order for NGOs to play a leading role in ODA while taking advantage of their characteristics, as a partner to implement “visible development cooperation?”
- ② What role did GANP play to utilize ODA more effectively and efficiently by deepening partnerships with civil society?
- ③ Is the direction of coping with the issues and of improvement as a scheme appropriate, based on the past three years performance?
- ④ What are the issues and recommendations for future improvement of GANP?

In addition to the above, the evaluation study tried to verify the following.

- ⑤ What are the NGO’s intrinsic values in implementing ODA?
- ⑥ What kind of evaluation method and formulation of a visualization system of outcome is necessary for GANP?
- ⑦ How should NGOs utilize general administrative costs provided through GANP for further growth in the future?

More than eight years have passed since the last third-party evaluation of GANP (in fiscal year 2010) and the surrounding environment has undergone major changes both in Japan and overseas. It was perfectly timed and significant to conduct an evaluation of GANP on its outcome, to verify Japan’s diplomatic viewpoints and national interest and to summarize recommendations and lessons.

1-2 Evaluation Targets

This evaluation study targeted “Grant Assistance for Japanese NGO Projects” as a scheme. The table below shows the target period and target area of the study.

Table 1-1 : Target Period and Target Area of the Evaluation

Target period	In principle, the target period is the past three years (FY 2016-2018). Statistical data analyses target the period from FY 2010 to 2018, after aggregation and analysis by the past evaluation study in FY 2010.
Target area	<ul style="list-style-type: none"> ▪ Target area is the entire world. ▪ A field survey is conducted in Laos and Myanmar which are the target countries of the case studies. The evaluation team verifies the results of analysis through site visits and exchanges of opinions with stakeholders and utilizes them for more specific

	recommendations and lessons learned. The evaluation team visits both the capital and the rural areas in both countries.
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1-3 Evaluation Framework

Evaluation framework of this evaluation study is shown in Table 1-2. The evaluation framework was finalized, reflecting comments which were obtained in the process of finalizing the “objective framework of GANP” which is described in 1-5. Information sources are 1) analysis of existing documents, 2) case study (Laos and Myanmar), 3) interviews in Japan, 4) questionnaire survey for Japan’s overseas establishments, 5) questionnaire survey for NGOs, and 6) meta evaluation (project implementation plans and project completion reports).

Table 1-2: Evaluation Framework

Evaluation Viewpoint/Evaluation Criteria/Verification Criteria (three-tier structure)	
Evaluations from the Development Viewpoint	
1. Relevance of Policies	
	1. Consistency with Japan’s high-level policies and relevant policies
	2. Consistency with the needs of the recipient countries, relevant agencies, applicants, etc.
	3. Consistency with international trends and global issues
	4. Relevance of Japan’s assistance through NGOs
2. Effectiveness of Results	
	1. 【Contribution to priority issues initially set in GANP】 Was GANP as a program effective for priority issues in international cooperation in partnership with NGOs? (outputs of the assistance)
	2. 【Achievement of goals set in GANP】 Was GANP as a program effective for the purpose of supporting Japanese NGOs? (outcome of the assistance)
	3. 【Impact of GANP】 Was GANP as a program effective for realizing impact? (impact of the assistance)
3. Appropriateness of Processes	
	1. Appropriateness of the processes of project implementation
	2. Implementation structure of relevant agencies
	3. Implementation status of monitoring evaluation and follow-up
	4. Appropriateness of information disclosure and publicity
Evaluations from Diplomatic Viewpoints	
1. Diplomatic Importance	
	1. How important is GANP for Japan’s national interests (3 items)?
	2. How important is GANP in resolving international and regional priority issues and global agenda?
	3. How important GANP is for bilateral relationships (Japan-Myanmar and Japan-Laos)?
	4. How important is GANP for peace, security and the prosperity of Japan and the Japanese people including Japanese companies?
	5. How important is GANP for other issues?
2. Diplomatic Impact	
	1. How did GANP contribute to Japan’s national interests (impact to the national interests)?
	2. What was the contribution to Japan’s presence in the international community?

	3. What was the contribution to the bilateral relationship of case study countries?
	4. What was the contribution to Japan's peace, security and prosperity (economic development)?
	5. What kind of impacts did GANP have to other issues?

1-4 Method of Obtaining Information

In this evaluation, data was collected and analyzed by the following methodology, and the evaluation results, recommendations and lessons learned were summarized.

1-4-1. Analysis of Existing Literature

The evaluation team thoroughly read and analyzed several study reports on the Japanese NGO's activities and GANP. The "National Security Strategies" (2013), the "Diplomatic Bluebook" (2010-2019), the "Development Cooperation Charter" (2015), the "Recommendations by the Advisory Board for ODA" (2018), the "SDGs Implementation Guiding Principles" (2016), the "Grant Assistance for Japanese NGO Projects: Application Procedure" (2013-2019), etc. are the existing literature. The evaluation team also fully read other published research reports on the activities of Japanese NGOs and GANP such as the "Results of questionnaire survey on funding needs and scheme improvements of Grant Assistance for Japanese NGO Projects" (82 out of 86 organizations responded) (2017),¹ the "Report of the NGO study group", the minutes of the meeting of the "Regular council between MOFA and NGO" (2010-2018), etc.

1-4-2. Case Study (field survey)

Field survey was conducted in Laos (October 28-November 4, 2019) and Myanmar (November 5-14) as case studies. The evaluation team visited 6 project sites in Laos and 7 project sites in Myanmar. The interviewees were representatives of NGOs' resident offices, representatives of project beneficiaries, government agencies in the recipient countries, other donors (USAID, UNHCR), and the Embassy of Japan in Laos and Myanmar.

1-4-3. Interview in Japan

The evaluation team visited 14 NGOs that frequently use GANP and one NGO which had no experience using GANP among the NGOs headquartered in Japan. Structured interviews based on interview questionnaires prepared in advance were carried out. Interviews were also conducted with relevant domestic organizations to obtain supplementary information. Specifically, the evaluation team conducted interviews on 1) Japan NGO Center for International Cooperation (JANIC) as a network NGO, 2) coordinators of the "ODA policy council" and members of the "Partnership Promotion Committee" of the NGO side from the

¹ This document refers to the questionnaire survey on the application needs for GANP and the request for revision of the Grant Assistance for Japanese NGO Projects: Application Procedure carried out by the NGO-members of the Partnership Promotion Committee, which was reported in the 1st Partnership Promotion Committee in FY2017.

regular council between MOFA and NGO, and 3) a lecturer at Tokyo University of Foreign Studies (media strategy expert) as an academic expert. The team also interviewed Non-Governmental Organizations Cooperation Division, International Cooperation Bureau at MOFA as an implementing division of GANP.

1-4-4. Questionnaire Survey for Japan's Overseas Establishments

The evaluation team conducted questionnaire survey for Japan's overseas establishments (including consulates general and consular offices). The questionnaire survey was carried out for 40 Japan's overseas establishments which administer countries and regions in which projects funded by GANP were undertaken between FY2016 and FY2018. The response rate was 80% (32 out of 40 diplomatic missions).

1-4-5. Questionnaire Survey for NGOs

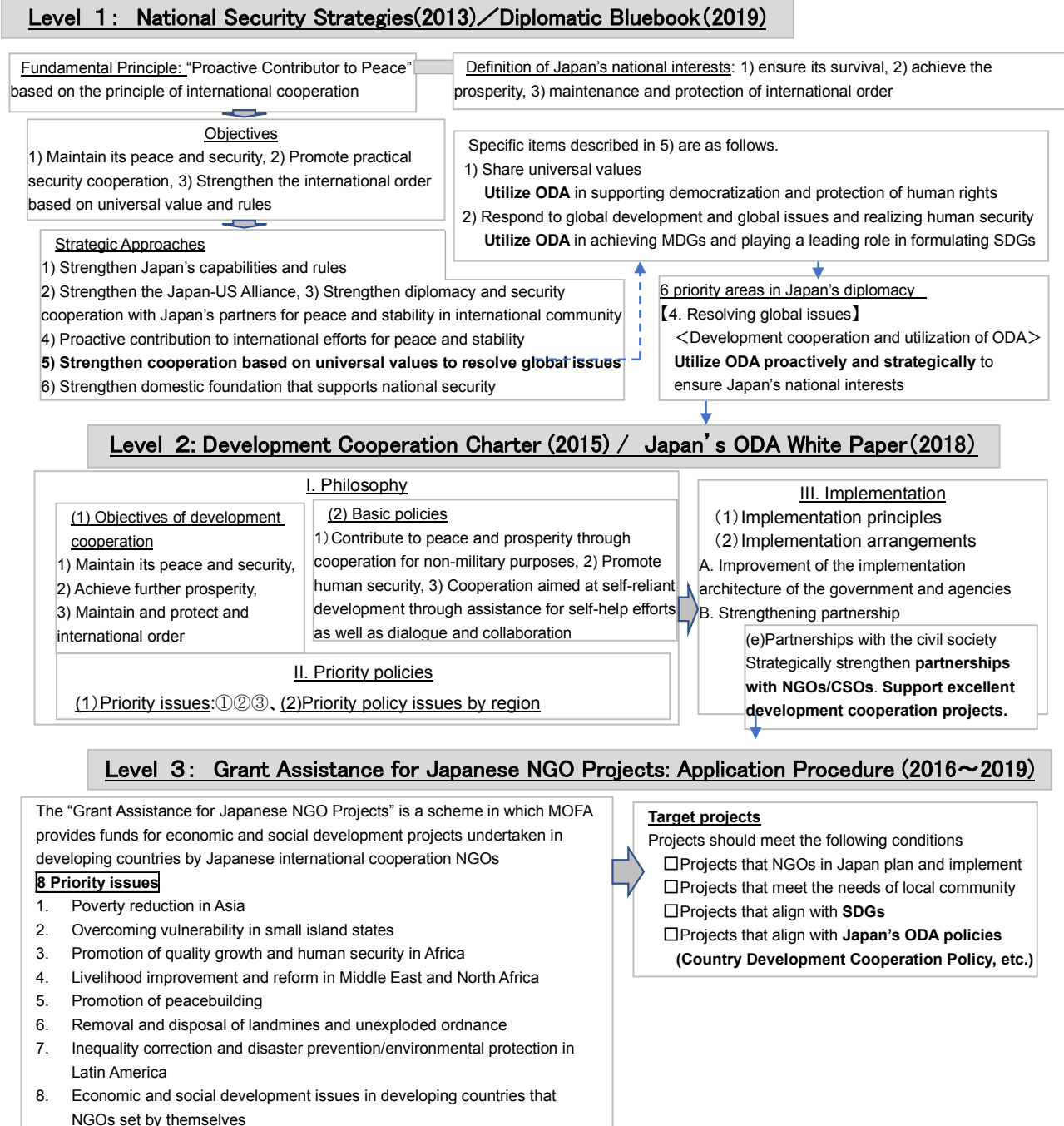
The evaluation team carried out the questionnaire survey for 73 NGOs which have used GANP in the past three years and 59 NGOs with no experience using GANP. The 59 NGOs were extracted from the organizations registered in the JANIC NGO directory by the team. The respondent rate was 64.4% (47/73 organizations) for NGOs that have used GANP, and 30.5% (18/59 organizations) for NGOs that have not used GANP.

1-4-6. Meta Evaluation

The evaluation team compiled and analyzed 105 projects funded by GANP for which project implementation plans and final reports were available among the projects that were carried out from FY 2016 to FY 2018. Specifically, the team conducted a meta evaluation on 1) the quality of the plans and reports (including the achievements of outputs, outcomes, and impacts), and 2) the evaluation of the plans and reports (Relevance of Policies, Effectiveness of Results, and Appropriateness of Processes, etc.). The evaluation team understood that all the projects funded by GANP within the time frame should be covered, and sufficient amounts of plans and reports were provided.

1-5 Objective Framework of GANP

Based on information obtained from various sources, the objective framework of this study was summarized as the figure below shows. Based on this objective framework, the evaluation team set up an evaluation framework, evaluation questions, and indicators, obtained information, and finalized the evaluation (value judgement).



Source: Evaluation Team based on literature research and meeting with Non-Governmental Organizations Cooperation Division at MOFA

Figure1-1 : Objective Framework of GANP (1)

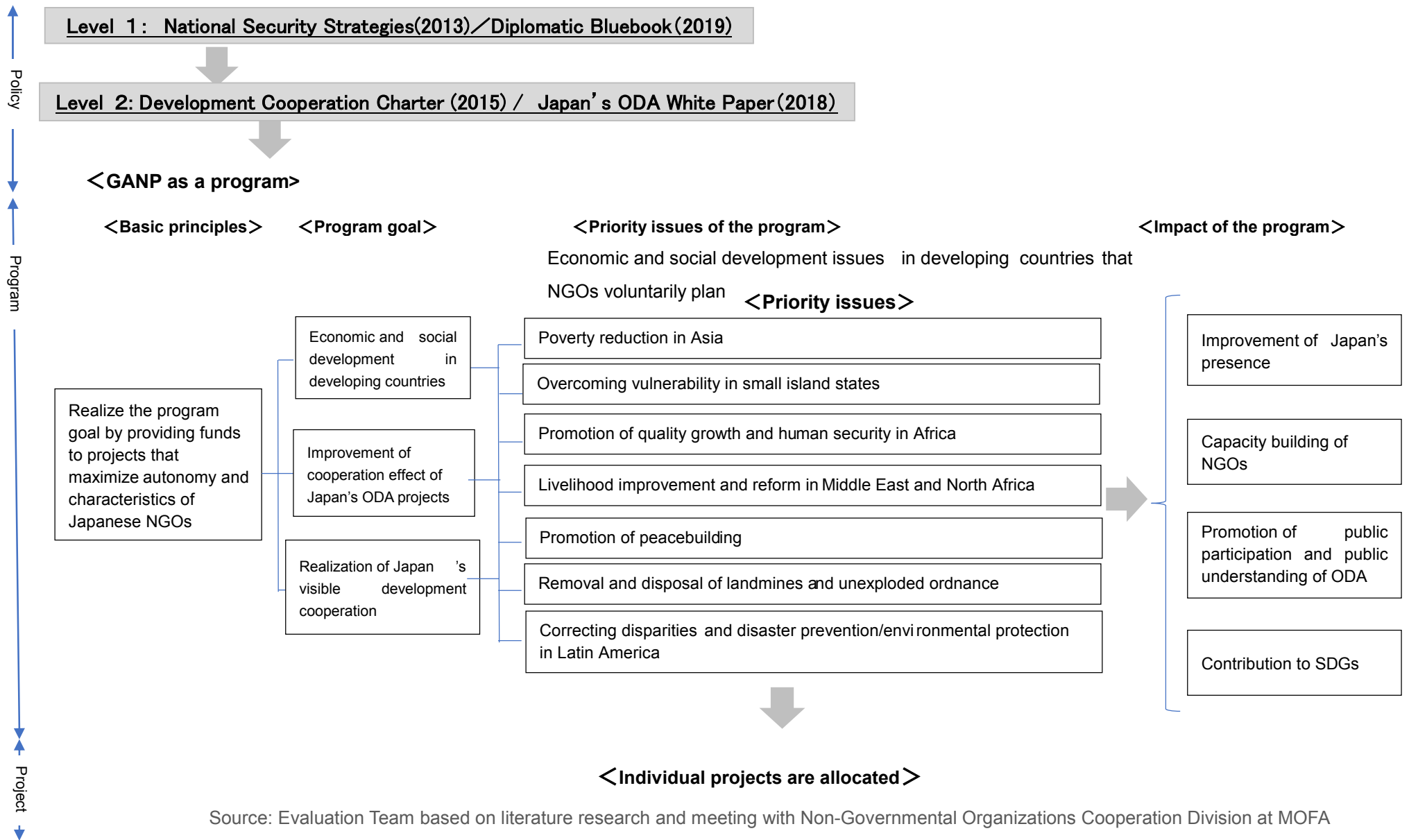


Figure 1-2: Objective Framework of GANP (2)

Chapter 2 Outline and Results of GANP

2-1 GANP Business Outline

GANP is a scheme in which MOFA provides government funds for economic and social development projects undertaken by Japanese NGOs in developing countries and regions. To be eligible, the project must fall under any of the following categories of projects. The amount of funding limit per project is also shown in Table 2-1.

Table 2-1: Funding Limits of Projects Covered by GANP

Eligible projects	Maximum financial support	
	General	International cooperation priorities
Development Cooperation Project	50 million yen	100 million yen
NGO Partnership Project	50 million yen	100 million yen
Transport of Recycled Materials Project	10 million yen	
Emergency Humanitarian Aid Project	100 million yen	100 million yen
Mine Clearance-related Project	100 million yen	100 million yen
Microcredit Capital Project	20 million yen	
Peace-building Project	50 million yen	100 million yen

Source: GANP Application Procedure for FY2018

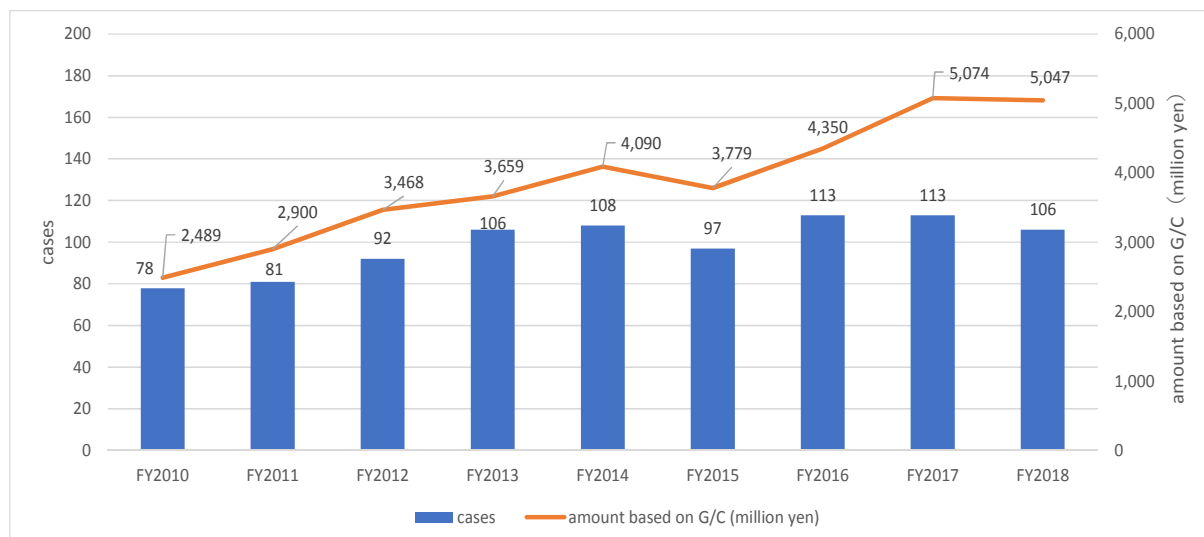
2-2 Track Record of GANP

Track records of GANP are summarized as below. The number of projects, the number of countries and regions, the number of organizations, and the total amount of signed Grant Contracts (G/C) for the projects funded by GANP by fiscal year² are as follows. The amount of funding based on the G/C has increased and exceeded 5 billion yen in FY 2017.

Table 2-2: Number of Projects, Number of Countries and Regions, Number of Organizations, and the Amount of Funding Provided by GANP by Fiscal Year (Total of 3 years, 5 years, and 9 years)

Fiscal year	2010	2011	2012	2013	2014	2015	2016	2017	2018	Total for three years (2016-2018)	Five-Year Total (2014-2018)	Total for all periods (9 years)
Number of projects	78	81	92	106	108	97	102	113	106	321	526	883
Number of countries and regions	32	27	32	34	36	35	30	36	32	-	-	-
Number of organizations	46	45	45	57	57	56	59	62	59	Total of 180	Total of 293	Total of 486
G/C based amount (Million yen)	2,489	2,900	3,468	2,659	4,090	3,779	4,350	5,074	5,047	14,471	22,340	34,856

² Fiscal Year (FY) in Japan starts from 1st April and ends in 31st March.

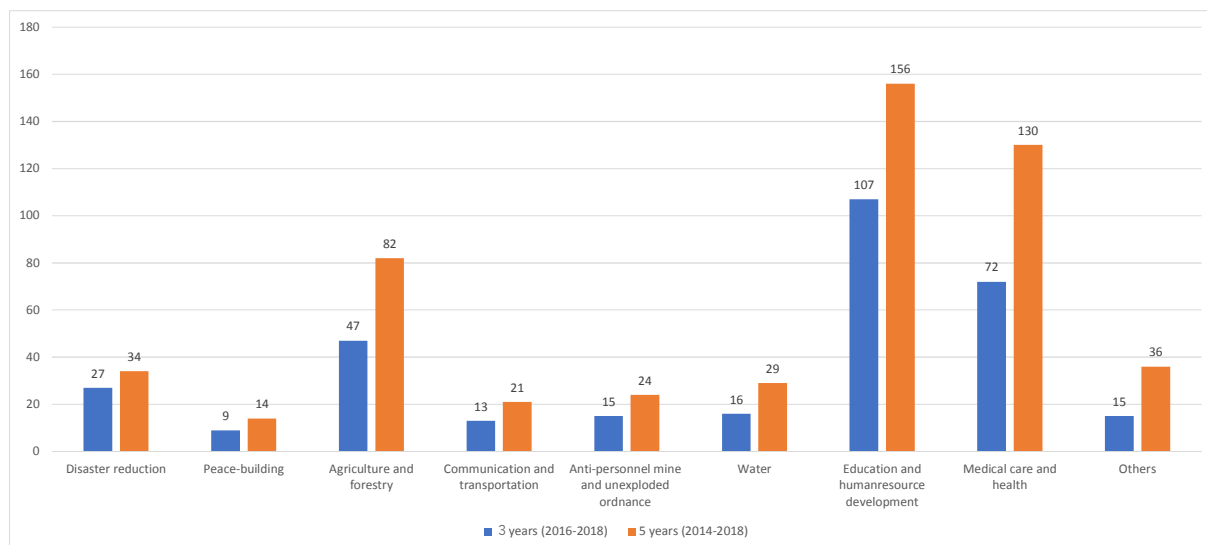


Source: Prepared by the evaluation team based on the data provided by MOFA

The number of projects funded by GANP in nine target areas are summarized in Table 2-3. Education and human resource development is the most common, followed by medical care and health, and agriculture and forestry.

Table 2-3: Number of the Projects Funded by GANP by Target Area (9 Areas) (for 3-years: 2016-2018, and for 5-years: 2014-2018)

Target areas	Disaster reduction	Peace-building	Agriculture and forestry	Communication and transportation	Anti-personnel mine and unexploded ordnance	Water	Education and human resource development	Medical care and health	Others	Total
3 years (2016-2018)	27	9	47	13	15	16	107	72	15	321
5 years (2014-2018)	34	14	82	21	24	29	156	130	36	526



Source: Prepared by the evaluation team based on the data provided by MOFA

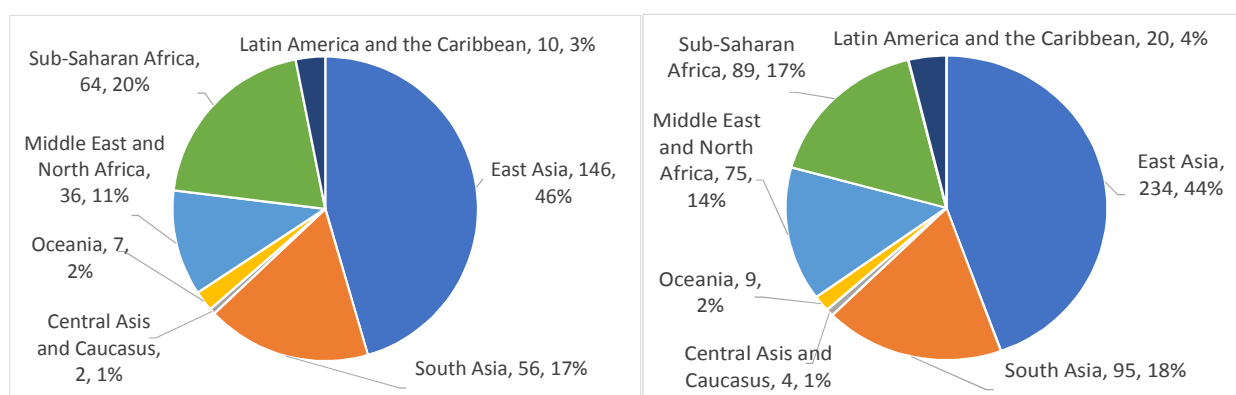
The number of projects funded by GANP by region is summarized in Table 2-4. East Asia accounts for nearly half of the total, followed by South Asia, Sub-Saharan Africa, and Middle East and North Africa. However, in the last three years, the ranking of South Asia and Sub-Saharan Africa has been reversed.

Table 2-4: Number of Projects Funded by GANP by Region (for 3 years: 2016-2018, and for 5 years: 2014-2018)

Region	East Asia	South Asia	Central Asia and Caucasus	Oceania	Middle East and North Africa	Sub-Saharan Africa	Latin America and the Caribbean	Total
3 years (2016-2018)	146	56	2	7	36	64	10	321
5 years (2014-2018)	234	95	4	9	75	89	20	526

3 years: 2016-2018 (n=321)

5 years: 2014-2018 (n=526)



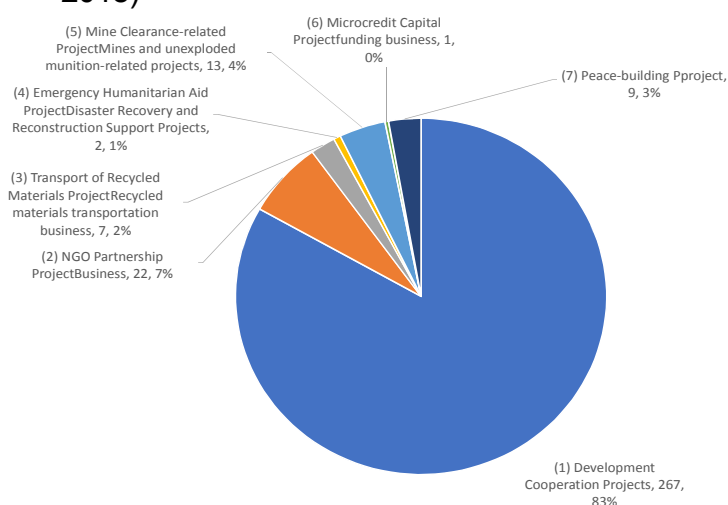
Source: Prepared by the evaluation team based on the data provided by MOFA

The number of projects funded by GANP by project type (seven categories) is summarized in Table 2-5. The number of development cooperation projects is 267,

accounting for 83% of the total.

Table 2-5: Number of Projects Funded by GANP by Project Type (7 Categories) (3-year: 2016-2018)

Categories	Number of projects
(1) Development Cooperation Project	267
(2) NGO Partnership Project	22
(3) Transport of Recycled Materials Project	7
(4) Emergency Humanitarian Aid Project	2
(5) Mine Clearance-related Project	13
(6) Microcredit Capital Project	1
(7) Peace-building Project	9
Total	321

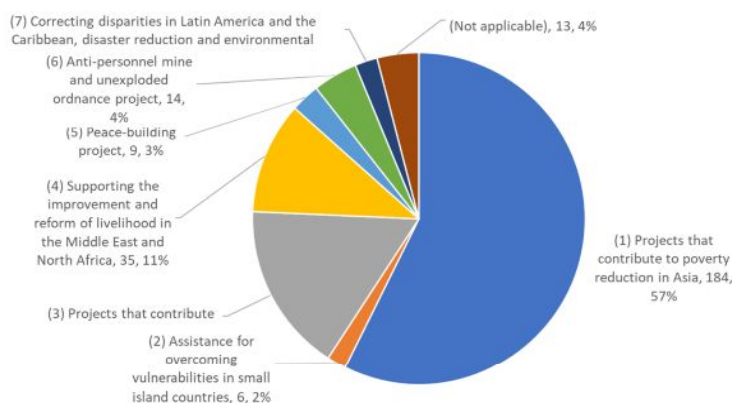


Source: Prepared by the evaluation team based on the data provided by MOFA

The number of projects funded by GANP by the categories of international cooperation priority issues (7 types) is summarized in Table 2-6. The number of projects contributing to poverty reduction in Asia is overwhelmingly high at 184, accounting for 57% of the total.

Table 2-6: Number of Projects Funded by GANP by the Categories of International Cooperation Priorities (3 years: 2016-2018)

Priority issues (7 issues + other than priority issues)	Number of cases
(1) Projects that contribute to poverty reduction in Asia	184
(2) Assistance for overcoming vulnerabilities in small island countries	6
(3) Projects that contribute to the promotion of "quality growth" and "human security" in Africa	53
(4) Supporting the improvement and reform of livelihood in the Middle East and North Africa	35
(5) Peace-building project	9
(6) Anti-personnel mine and unexploded ordnance project	14
(7) Correcting disparities, disaster reduction and environmental preservation projects in Latin America and the Caribbean	7
(Not applicable)	13
Total	321



Source: Prepared by the evaluation team based on the data provided by MOFA

Finally, cross-tabulating the seven project types and the projects by "international cooperation priorities" reveals that the number of "Development-Cooperation Projects" and "Projects Contributing to Poverty Reduction in Asia" is 167, accounting for 52% of the total,

which shows that the GANP funded projects are extremely concentrated in the combination of these categories.

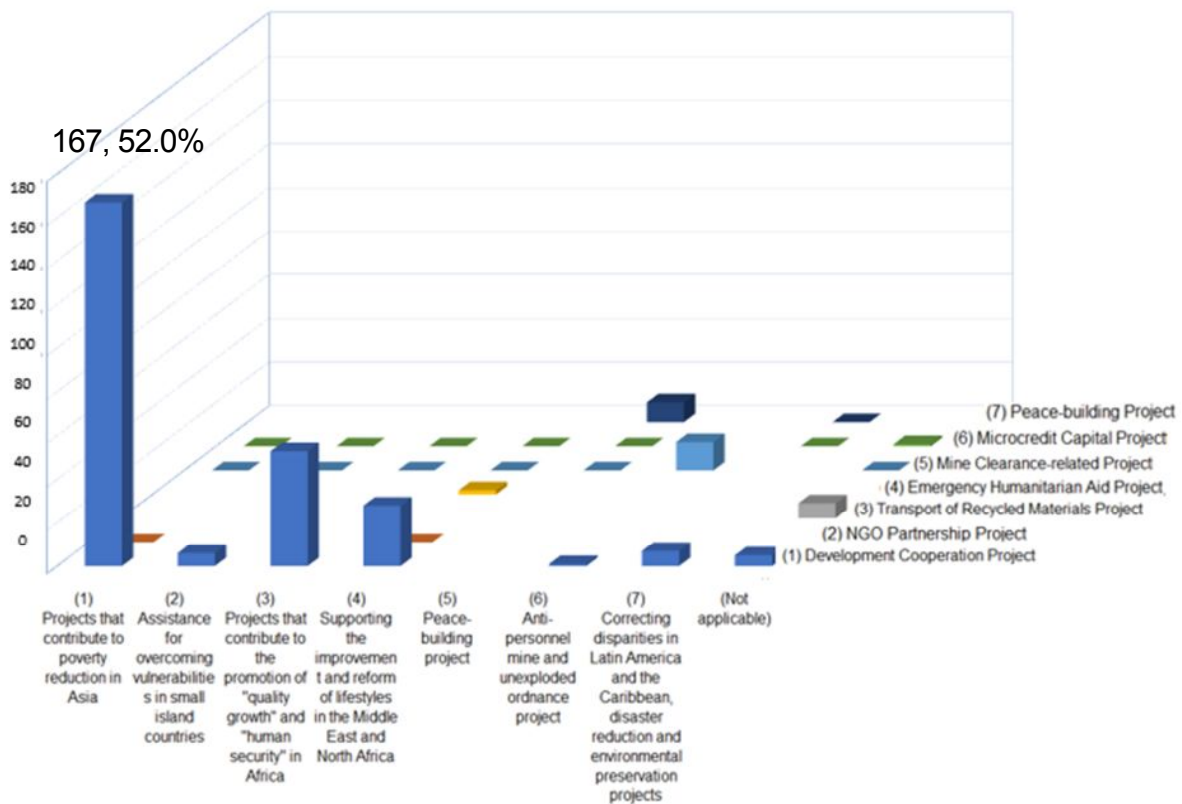


Fig. 2-1: Cross-Aggregation of the Projects Funded by GANP by "International Cooperation Priorities" and "Project Types " (Three Years: 2016-2018)

Source: Prepared by evaluation team based on the data provided by MOFA

As described above, the results of GANP were tabulated by target area (9 types), region, project type (7 categories), and international cooperation priorities (7 types), and the tabulated result shows that there is a significant concentration in a specific project type and project category of international cooperation priorities. For example, as shown in Table 2-5, the overwhelming majority of projects are classified as development cooperation projects in the seven types of projects. As shown in Table 2-4, by region, more than 60% in the last 3 years are concentrated in the Asian region (including Caucasus). The reason of the concentration is understood by the fact that GANP places more importance on the autonomy of NGOs which have respective priorities in their areas of activities and areas of operations according to respective organizational priorities and strategies.

In addition, there are only 13 projects that do not fall under the 7 categories of international cooperation priorities because the application or non-application of preferential treatment varies depending on whether or not the project falls under the category of international cooperation priorities, and the seven types of priorities cover a substantial number of target

areas and countries. Whether NGOs can receive preferential treatment is considered to be the incentive for them to implement projects in the area of international cooperation priorities. Looking at the sectors and countries covered by each of the above categories, almost all the economic and social development issues faced by developing countries are covered. For NGOs that wish to implement projects in a variety of fields and countries, they are easy to use. However, it can be said that MOFA is lacking in the area of prioritizing fields and countries.

Chapter 3 Evaluation Results

This chapter describes evaluation results based on evaluations from development viewpoints ("Relevance of Policies", "Effectiveness of Results", and "Appropriateness of Processes") and evaluations from diplomatic viewpoints ("Diplomatic Importance" and "Diplomatic Impact").

3-1 Evaluations from Development Viewpoints

Overview of Evaluation Results (evaluations from development viewpoints)

(1) Relevance of Policies: A: Very High

GANP is highly consistent with Japan's high-level policies and related policies. In addition, consistency with the needs of the recipient countries is very high because many NGOs formulate projects while confirming the needs of the recipient countries and communities before the projects are adopted. Furthermore, consistency with the needs of NGOs that are applicants is high since the majority of NGOs responded that there is a high consistency between the priorities of their organizational or medium-term strategies and GANP. Each goal of the Sustainable Development Goals (SDGs) and socio-economic development projects funded by GANP can be said to be consistent in terms of consistency with international trends and global issues. GANP provides funds for social and economic development projects planned by NGOs while respecting their autonomy as much as possible. Relevance to support recipient countries through NGOs is also high. In summary, Relevance of GANP Policies is evaluated to be "A: very high" because the evaluation team highly evaluated all the verification criteria.

(2) Effectiveness of Results: B: High

The evaluation team evaluated three verification criteria according to the degree of achievement of goals of GANP, the degree of contribution to the priority issues initially set in GANP, and the impacts of GANP as a program. In general, a high level of effectiveness was demonstrated at each individual project level, and a number of projects that were implemented in difficult conditions and achieved good results were observed. Although the effect is confirmed as "a point", the degree of contribution to the development of developing countries and regions as "a surface" is limited due to differences in the recipient country's NGO acceptance policies and the restrictions on the number and scale of the entire GANP. Therefore, the effectiveness of results was evaluated as "B: high."

(3) Appropriateness of Processes: B: High

The project implementation process is carried out appropriately in accordance with the "

GANP Application Procedure," but standardization of the operation is expected. The implementation systems of the relevant organizations have been generally appropriately developed and operated. However, as the number of the projects funded by GANP and the amounts of budgets have increased, the volume of operations at MOFA and Japan's overseas establishments (particularly in countries and regions with a large number of projects funded by GANP) has also increased. Therefore, it is important to further improve the efficiencies and standardize GANP operations in order to continue to implement high-quality projects and monitoring, evaluation and follow-up under the current implementation system. Information disclosure and dissemination are conducted appropriately by both NGOs and MOFA. Therefore, the appropriateness of the project implementation process for GANP is evaluated to be "B: High."

3-1-1 Relevance of Policies

A: Very High

The evaluation team evaluated whether the content of the projects funded by GANP and its target directions (the objective framework set in this evaluation study) are consistent with Japan's high-level policies and related policies, recipient countries' development needs, and international trends and global issues based on the verification criteria set in the evaluation framework. The evaluation team also verified the relevance of Japan's assistance through GANP.

The evaluation team concludes that GANP is highly consistent with Japan's high-level policies and related policies. In addition, consistency with the needs of the recipient countries is very high because many NGOs formulate projects while confirming the needs of the recipient countries and communities before the projects are adopted. Furthermore, consistency with the needs of NGOs that are applicants is high since the majority of NGOs responded that there is a high consistency between the priorities of their organizational or medium-term strategies and GANP. Each goal of the Sustainable Development Goals (SDGs) and socio-economic development projects funded by GANP can be said to be consistent with each other in terms of consistency with international trends and global issues.

Furthermore, the evaluation study found that the intrinsic value of NGOs was to provide attentive support that understands the needs of the region and the community at the grass-roots level, including vulnerable groups that are difficult to reach by the recipient government or donors. GANP, which allows voluntary project planning by NGOs, can take advantage of this intrinsic value, and therefore relevance to provide assistance through Japanese NGOs is very high. In conclusion, the evaluation team evaluated all the four verification criteria to

be "consistent" or "high," therefore Relevance of Policies of GANP is evaluated as "A: very high."

3-1-1-1 Consistency with Japan's High-level Policies and Related Policies

Consistency with Japan's high-level policies and related policies can be evaluated as high. MOFA provides funds for economic and social development projects in developing countries through GANP. Actively tackling the challenges developing countries face through GANP contributes to the position of "proactive contribution to peace based on the principles of international cooperation," which the Government of Japan has set forth in the Development Cooperation Charter and the National Security Strategies, and is highly consistent. Similarly, the Development Cooperation Charter states that partnership with the civil society in and outside of Japan, including NGOs, civil society organizations, private foundations, are important both for greater cooperation effectiveness and for the equitable and stable development of the recipient countries as implementation arrangements. Therefore, it has consistency with GANP whose implementing actors are NGOs.

"Grant Assistance for Japanese NGO Projects: Application Procedure" (hereinafter referred to as GANP Application Procedure) stipulates that economic and social development projects planned by NGOs should be in line with Japan's ODA policies, including Country Development Cooperation Policies. Therefore, it is considered that there is a high consistency not only with Japan's high-level policies, but also with Country Development Cooperation Policies, etc. The GANP Application Procedure was revised to increase general and administrative costs from FY 2019, based on the "Recommendations by the Advisory Board for ODA" announced in November 2018. In addition, the GANP Application Procedure has been revised from time to time through discussions by the Partnership Promotion Committee, which is regularly held between MOFA and NGOs. Therefore, it can be said that the GANP Application Procedure is managed in accordance with policies.

The GANP Application Procedure states the overview of the scheme as "a scheme which the Ministry of Foreign Affairs provides funds for economic and social development projects in developing countries and regions undertaken by Japanese international cooperation NGOs" at the front. However, there is no statement on the goals or principles of this scheme and it is not clear what MOFA is aiming for through the implementation of the scheme. In addition, the GANP Application Procedure sets seven "international cooperation priorities" such as "projects that contribute to reducing poverty in Asia" and "support for overcoming vulnerabilities in small island countries" etc. As discussed in Chapter 2, these priorities cover a substantial number of developing countries and areas as well as the area of prioritizing

fields, but no policies or strategies have been clarified as to which of these issues should be prioritized. While this increases the NGO's initiative to formulate projects and contributes to carrying out projects they wish to undertake, contributions to the achievement of diplomatic targets that MOFA should aim for are considered to be limited especially in the short term.

3-1-1-2 Consistency with the Needs of Recipient Countries and Applicants

The evaluation team evaluated consistency with the needs of recipient countries and applicants to be high. The GANP Application Procedure states that the project should meet the needs of local communities and residents and contribute to the economic and social development of the project site. Since the projects funded by GANP are adopted in accordance with the requirements, it can be said that the projects meet the needs of the recipient countries. In addition, since many NGOs formulate projects while confirming the needs and consulting with the target regions and communities in advance, it is considered that projects are being carried out to meet the needs of the target regions and communities. However, while the needs of target villages are detailed in the application form, there were very few applications for which prioritization or comparison were examined, such as whether the needs of the target villages were higher than those of the surrounding villages. Prioritization, or demonstration of strategy, is one of the future challenges for individual projects as well as for GANP as a program.

Regarding consistency with the needs of applicants, many NGOs, which the evaluation team conducted interviews in Japan, responded that there was high consistency between the priority areas in their organizational or medium-term strategies and GANP. Some organizations responded that GANP enabled them to formulate organizational medium-to long-term plans, assuming funding through GANP. Similarly, every organization responded that the priority areas in their organizational or medium-term strategies and the needs of target countries were "consistent" (81%) and "somewhat consistent" (19%) in a questionnaire survey for NGOs. Case studies in Laos and Myanmar also confirmed that project plans well suited to local needs have been formulated.

3-1-1-3 Consistency with International Trends and Global Issues

The evaluation team evaluated consistency with international trends and global issues to be high. Since GANP requires that the projects be in line with SDGs and that NGOs fill in the application document where the project aligns with the goals of SDGs, essentially all the projects funded by GANP can be said to be consistent with SDGs. In addition, SDGs' philosophy of "no one will be left behind" is consistent with GANP which provides support to grass-roots levels that the governments cannot reach. In addition, the "Extended SDGs Action Plan 2019" formulated by the Government of Japan states GANP as a means of

implementing SDGs. However, given that SDGs are a very exhaustive agenda of 17 goals and 169 targets, and that the target areas of GANP are classified into 11 categories, such as education and human resource development, communication and transportation, and anti-personnel landmines and unexploded ordnance, the level of consistency with SDGs may differ depending on the target areas.

3-1-1-4 Relevance of Japan's Support through NGOs

The evaluation team evaluated Japan's support through NGOs to be very high. Regarding the advantage of Japanese NGOs compared with NGOs in other countries, "attentive activities which meet the local needs," "visible development cooperation," and "expertise and experiences in target countries and sectors" were top responses in both questionnaire surveys for NGOs and Japan's overseas establishments. Other comparative advantages included the ability to operate from a neutral position and high flexibility, etc.

In the questionnaire survey for NGOs, more than 90% of organizations responded that they had used grant and funding schemes other than GANP, including JICA Partnership Program, Japan Platform, funding from international organizations, and funding from private foundations, etc. Comparative advantages of GANP among various grant and funding schemes, including those involving other donors, include the relatively large size of funds, only NGOs being financed, multi-year's projects being possible in the "international cooperation priorities" projects, and supports from embassies, etc. The advantages of using GANP rather than commissioned projects such as JICA's Technical Cooperation Projects and grant projects are that NGOs can plan, formulate, and implement projects relatively freely at the initiative of the NGOs themselves. As a result, supports for those the government agencies such as JICA cannot reach become possible.

Regarding the relationship with civil society, there were opinions that NGOs play roles as an entry point for the public to participate in ODA in a broad sense, as well as representatives of the various voices of citizens, and as bridges with the government. It can be said that NGOs themselves cannot exist without the partnership with civil society such as contributors and volunteers, and that civil society supports the implementation of NGO projects funded by GANP.

In addition, the majority of respondents (81%) in the questionnaire survey for Japan's overseas establishments replied that GANP can take advantage of the intrinsic values of NGOs. For example, one Japan's overseas establishment responded that "the project helps to provide more visible support by responding to the needs of local communities where support from governments and international organizations is difficult to reach and by promoting national development at the grass-roots level."

Based on the above discussions, the evaluation team concludes that the intrinsic value of Japanese NGOs is their ability to provide attentive support to grassroots-level people, including the vulnerable groups that the recipient countries or donors find difficult to reach, in a manner that understands the needs of their regions and communities. Face-to-face development cooperation is practiced by Japanese staff entering the project area and supporting local regions and communities, using NGO's own expertise and techniques. GANP provides funds to economic and social development projects planned by NGOs by respecting their initiatives as much as possible, and consequently, it can be said that the scheme is operated in a way that takes advantage of their intrinsic value. Therefore, relevance of Japan's support through NGOs is very high.

Furthermore, the evaluation team thinks that the evaluation by NGOs based on the demonstration on the site in accordance with the needs of local communities will help not only the government of Japan, but also the recipient country's government when considering future policies. Thus, Japan's ODA through NGOs, which have high planning, implementation, monitoring, and evaluation capabilities, particularly the implementation of projects funded by GANP has high relevance.

3-1-2 Effectiveness of Results

B. High

In this section, the results (outputs, outcomes, and impacts) realized by the projects funded by GANP were examined against the verification criteria set in the evaluation framework. As a result, the degree of contribution (outputs) to the priority issues initially set in GANP is high. The impacts were realized in their contribution to the economic and social development of developing countries and regions. The improvement of the cooperation effect of Japan's ODA projects and the achievement of the goal of realizing Japan's "visible development cooperation" are also highly effective. In addition, the degree of impact achieved on improving Japan's presence, strengthening NGO capacity, promoting public participation and understanding, and contributing to the realization of the SDGs were also evaluated as high. In general, high level of effectiveness was demonstrated at each individual project level, and a number of projects that were implemented in difficult conditions and achieved good results were observed. However, it should be noted that the effect is confirmed as "a point", only in a limited regional level where the project was implemented, and that larger development effects in broader context in countries, effects as "a surface" is limited due to differences in the recipient country's NGO acceptance policies and the restrictions on the number and scale of the entire GANP. In fact, it cannot be said that it is possible to cover all major issues of developing countries and regions in the world only by GANP. Therefore, the

effectiveness of results was evaluated as “B: high.”

As possibilities to overcoming this “point” and “surface” issue, some NGOs have provided new knowledge to the governments and other NGOs and changed the global trend at the policy level. For example, the 2019 Nobel Prize in Economics at the Massachusetts Institute of Technology’s “Poverty Action Lab” showed that the distribution of drug for roundworms could dramatically increase the number of attendance days by elementary school students. As a result, the distribution of drug for roundworms was adopted as a national-level education policy in Ethiopia, India, Kenya, Nigeria, and Vietnam. Through the evaluation study, at least two Japanese NGOs, which implement demonstration experiments such as verification and dissemination of innovative technologies that would reduce poverty, were confirmed, although they did not use GANP. It is possible to overcome this issue (from “a point” to “a surface”) with a perspective that goes beyond the achievement of project-level goals.

In the past three years, out of 79 organizations that have used GANP, the top five organizations account for 25.2% of the total number of projects and 31.3% of the total G / C amount. The top 10 organizations account for 40.5% of the total number of projects and 49.9% of the total amount of G / C amount. These figures suggest that specific NGOs are in a stable (immobilized) position of using GANP. Therefore, promoting the participation and partnership of various players with new ideas, technologies and different expertise, such as companies, universities, and local governments, can also lead to the creation of innovative results and effects.

3-1-2-1 Degree of Contribution to Priority Issues Initially Set in GANP as a Program (Outputs)

Overall, it can be evaluated that the degree of contribution (outputs) to the priority issues initially set in GANP as a program is high. Here, the evaluation team evaluated the degree of contribution to the “international cooperation priority issues” (seven types) set in advance for the implementation of GANP as a program. Specifically, the question is, “was GANP as a program effective for “international cooperation priorities” in partnership with NGOs?”

At present, there are no unique strategies or GANP policy documents, and the seven international cooperation priority issues described in the GANP Application Procedure substitute them. The seven priority issues are as follows: 1) Poverty reduction in Asia, 2) Overcoming vulnerability in small island nations, 3) Promoting “quality growth” and “human security” in Africa, 4) Livelihood Improvement and reform in the Middle East and North Africa, 5) Promotion of peacebuilding, 6) Removal and disposal of landmines and unexploded ordnance, 7) Correction of disparities and disaster prevention and environmental protection

in Latin America, and 8) others (other than priority issues). Here are the main conclusions.

Case studies indicate that NGOs are operating through projects funded by GANP in areas where recipient government's services cannot fully reach specific groups (such as persons with disabilities) because of civil wars and other factors. It was also confirmed that NGOs provided public services (such as educational projects) through the projects funded by GANP in areas that the recipient government finds difficult to reach.

In the project implementation plan, NGOs should select "international cooperation priority issues" for respective individual projects funded by GANP that are positioned in any of the 1) to 7) types. It should be noted that there are a small number of "general projects" that do not fall under priority issues. Although it can be said that a certain degree of strategy or prioritization has been achieved, various information sources pointed out that it was insufficient. A strategy is a comprehensive plan that defines the mission, vision, and strategic objectives of an organization or business and specifies how to achieve them. However, it seems that the current GANP has no such documents containing these descriptions. Regardless, the strategy is not a control and it consists of four components with the respective indicators of 1) the mission is a statement of achieving social impact, 2) a vision is the statement of visualizing it, 3) the strategic objectives are set under it, and 4) the funds are allocated for each strategic objective. Effective and efficient use of funds would be possible with such a strategy.

In addition, as shown by the results in the meta-evaluation, it can be said that the individual projects funded by GANP have sufficiently achieved the set "project-level goals" in view of the set monitoring indicators and the degree target values have been achieved. Although, in many cases, monitoring indicators have not been set to ascertain the set "overall goals," and the exact degree of achievement is unknown, it can be said that the project has contributed to some extent to the achievement of the "overall goals."

However, as to the extent to which setting "international cooperation priority issues" mean, frank opinions were heard during the evaluation study, such as "I think that individual NGOs are doing whatever they want and there is no strategy that reflects the government of Japan or ODA," "MOFA should set certain directions," and "MOFA should make use of GANP more strategically. In other words, a strategy for GANP is necessary." In fact, as pointed out in Chapter 2, projects in the Asian region where many are undertaken, are mostly classified as "poverty reduction in Asia" (accounting for 57% of all the projects funded by GANP).

In addition, the meta-evaluation of the project implementation plan revealed that most of them explained the needs of the target village in detail, but lacked an explanation of whether the village had the highest needs among the many villages in the surrounding area. In fact,

there were almost no cases where the plan explained the reason why a certain village was selected among many villages, following prioritization and comparison. This suggests that the effects of the projects remain at “a point,” and the issue is to examine the spread as “a whole (a surface).” In order to overcome this issue, a pilot application should be adopted in the village where the need is the highest, and if the effect is confirmed, disseminate the effect to the surrounding area.

3-1-2-2 Achievement (Outcomes) of Goals of GANP as a Program

The effectiveness of the achievement of GANP goals as a program (outcome) can be evaluated as high. Here, the evaluation team evaluated whether GANP as a program (measure) was effective for the purpose of supporting Japanese NGOs. Specifically, the question is, “how much has GANP as a program contributed to the promotion of international cooperation in partnership with NGOs and how effective was it?” The following three points were specified as the goals of the program in the objective framework agreed and discussed among the stakeholders.

1. How much has GANP contributed to economic and social development of developing countries and regions?
2. Has the cooperation effect of Japan’s ODA projects improved?
3. Has Japan's “visible development cooperation” been realized?

The evaluation team obtained information for each goal from interviews in Japan, case studies, meta-evaluations, questionnaire surveys for Japan’s overseas establishments, and questionnaire surveys for NGOs. In particular, the results of the interviews in Japan showed many positive answers regarding the above three goals. According to the questionnaire survey for Japan’s overseas establishments, 97% answered that the projects funded by GANP were highly appreciated by the governments of the recipient countries, other donors, local NGOs, and local residents. Furthermore, from the results of the questionnaire survey for NGOs, all organizations answered that the project purpose (equivalent to the outcome level) of the project was “sufficiently achieved” (72%) and “partially achieved” (28%), which indicated that the degree of achievement of the goals was large. Finally, the meta-evaluation results of the project implementation plans and the final reports showed that there were several cases where the distinction between output and outcome was ambiguous, although the effectiveness can be generally described as “achieved as planned (or as expected)”. There were many cases in the final report where the achievement of the output level was described under the names of “results” and “result indicators” but the achievement of the outcome level was not described. Summarizing the above information, the following conclusions can be reached.

① Contribution to economic and social development in developing countries and regions

Attentive assistance has been realized, and it can be said that the projects funded by GANP have definitely contributed to economic and social development at the respective project sites. However, from a macro point of view, the contribution is limited due to limitations on the amount and number of projects. It is necessary to consider the continuous expansion of the scale and the number of projects funded by GANP as a program. Furthermore, the issue is to make use of GANP more strategically by MOFA, rather than aiming to increase the coverage from a macro perspective. In particular, strategic budget allocations with clear directions were lacking, as a comment from a NGO interviewed in Japan showed, "I want MOFA to sharpen its focus on projects funded by GANP, that is, it needs to be strategic as a program."

In addition, the results of interviews in Japan and questionnaire surveys for NGOs indicated that the breadth and flexibility of GANP as a program were highly evaluated. However, there were some comments such as "In order to increase the visibility of Japanese NGOs in the international community, it is necessary to select certain NGOs to expand and upgrade them," "MOFA could establish a new system that cooperates in line with MOFA's policies. For example, MOFA could prioritize some NGOs which are doing well and could ask them to plan and implement projects in certain countries that MOFA requests." There seem to be limitations in trying to cover everything with a single scheme. For organizations that use GANP for the first time, wider and flexible eligibilities in applying GANP should be maintained. In addition, those organizations that have achieved remarkable results by using GANP should be purposefully utilized in terms of MOFA's policy implementation.

② Improvement of the cooperation effect of Japan's ODA projects

GANP is also a part of ODA, and has achieved results at the project level. It has contributed to improving the cooperation effects of Japan's ODA projects. Close collaboration with local residents and CSOs (local organizations established by the projects funded by GANP such as the Village Water Commission and Village Board of Education) has achieved results in the areas where the government or other ODA schemes have difficulty accessing and delivering services. From the perspective of synergies with other ODA schemes, as described in the appropriateness of the processes, some countries / regions are actively promoting cooperation between the projects funded by GANP and other ODA projects / schemes. In contrast, some countries/ regions put more emphasis on ensuring that there is no overlap with other ODA projects and other donor projects at the time of project formulation; and as a result, cooperation with other ODA projects and schemes is few.

Although this is natural considering the purpose of GANP, which supports what NGOs want to do.

③ Realization of Japan's visible development cooperation

At the project level, as can be observed from case studies (field visits in Laos and Myanmar), Japanese people often stay, operate and manage the project face-to-face, and it has contributed to Japan's visible development cooperation. This is recognized by the recipient government agencies and beneficiaries as well. In contrast, "visible development cooperation from a macro perspective", in other words, to what extent Japan's ODA policies and strategies are understood by the recipient countries, strategies and directions of GANP are not clear and the effectiveness of GANP as a program is limited. Interviews with NGOs in Japan showed that "There is no strategy by the government of Japan or ODA," and "MOFA should set clear directions." In addition, NGOs that operate the projects funded by GANP play the role of "Japanese ambassador" in the local community, and are expected to play a catalytic role in realizing a better society (so-called "Social Transformation Agents"). However, as observed in case studies (Laos and Myanmar), NGOs are very busy implementing on-site projects and external exchange activities with NGOs from other countries and local stakeholders, other than direct counterparts, and advocacy activities to achieve a better society, were limited.

3-1-2-3 Impacts of GANP as a Program

The impacts of GANP can be evaluated as high (large). Here, the evaluation team evaluated the impacts of GANP as a program. Specifically, the question is, "how effective was GANP as a program in realizing the impacts?" The following four points have been identified as impacts in the objective framework agreed and discussed among the stakeholders.

1. Improvement of Japan's presence
2. Capacity building of NGO
3. Promotion of public participation and public understanding
4. Contribution to the realization of SDGs

For each impact, the following conclusions were obtained by combining the information obtained from interviews in Japan, case studies, meta-evaluations, questionnaire surveys for Japan's overseas establishments, and questionnaire surveys for NGOs. Overall, the impact was high. In addition, the first point of the identified impacts, "Improvement of

Japan's presence", is sometimes understood as synonymous with "visible development cooperation." However, "whether presence has improved" is a viewpoint not from the Japanese, but from the related parties abroad.

① Improvement of Japan's presence

In case studies, many people commented that the presence of Japan has improved at the project sites of the projects funded by GANP. The questionnaire surveys for Japan's overseas establishments and NGOs showed the same results. At the grass-roots level (project site level), the improvement of Japan's presence among counterparts (recipient country's ministries) and beneficiaries was surely realized, as one comment from the questionnaire survey for Japan's overseas establishments indicated "the projects provide Japan's attentive international support to communities and NGOs that have limited access to intergovernmental channels. This has formed a favorable view of Japan." One of the characteristics of Japanese NGOs when compared with NGOs in other countries is that they plan from a local perspective and conduct projects in a detailed and accurate manner. This is recognized as favorable among counterparts (ministries) and beneficiaries. As a result, it can be said that Japan's presence at the grass-roots level (project site level) has improved.

However, exchange with other donors and NGOs in other countries seems to be limited. It must be said that the opportunities for improving Japan's presence through these exchanges have not been fully utilized. Although this is counter intuitive to the focus on project management, it seems to be a shame. Furthermore, it has been found that the number of NGOs whose main activity is to promote advocacy, i.e. the realization of desirable legal and administrative systems, is extremely few among Japanese NGOs that use GANP. Although their presence at the field level has improved, their contribution to an improved presence among the central government and the donor community is limited.

② Capacity building of NGOs

Improvements of employment stability as well as project implementation capacity of Japanese NGO staff have been realized. Actually, the number and budget of GANP have been increasing steadily, and it can be said that the capacity of implementing the projects funded by GANP has been increasing. However, some respondents said that their capacity in accounting had improved, but their contribution to improving sector-specific expertise was limited.

Some NGOs regard GANP as one of main pillars in formulating mid-term plans and annual plans, i.e. GANP helps to strengthen the capacity of the organization. In addition, while there are a small number of NGOs that pursue various funding sources and implement their projects in addition to GANP, there were some cases where the activities of the organization

could not continue without the support of GANP.

Another challenge for Japanese NGOs is to use the experiences and achievements gained through GANP as publicity materials in order to raise funds.

③ Promotion of public participation and public understanding

As seen in the interviews in Japan, it has been confirmed that there were quite a few people who actively utilized their expertise as a staff of NGO after age retirement. In this way, there is great potential for NGOs to function as a place for seniors to play an active role; and there are cases where GANP supports this possibility. This aspect has attracted more attention and it may be one of the reasons why it is desirable to consider expanding the funding size and the total number of projects funded by GANP.

In addition, it was also found that the track record of using GANP was a source of increased trust as organizations. There were some cases where NGOs have taken advantage of the GANP projects in public relations to increase donations. Using GANP promotes public understanding of ODA by increasing public trust. More attention should also be paid to this aspect, and it is hoped that it will be actively used.

④ Contribution to the realization of SDGs

It was confirmed from the meta-evaluation that project implementation plans always mentioned its contribution to the SDGs. Therefore, it can be said that the GANP as a program has contributed to the realization of the SDGs. The SDGs advocate common global values, and "human rights" and "democracy" are also important universal values for humankind. According to the field survey, there was a comment that an Asian Interpretation of human rights and democracy might be possible instead of imposing the Western interpretation of human rights and democracy; and Japanese NGOs may contribute to it. This was a very suggestive comment.

3-1-3 Appropriateness of the Processes

B. High

In this section, the implementation processes of the projects funded by GANP, the implementation systems of the relevant organizations, the implementation status of monitoring, evaluation, and follow-up, and the implementation status of information disclosure and information dissemination were confirmed in accordance with the verification criteria set in the evaluation framework.

As for the project implementation process, both NGOs and MOFA responded that the project was implemented appropriately in accordance with the "GANP Application

Procedure," and no particular problems have arisen in the implementation of the project thus far, hence it was highly appropriate. In addition, Japan's overseas establishments also expressed opinions that clear criteria and policy coordination with MOFA HQ were required for screening applications. The implementation systems of the relevant organizations have been generally appropriately developed and operated. However, as the number of the projects funded by GANP and the amount of budgets have increased, the volume of operations at MOFA HQ and Japan's overseas establishments (particularly in countries and regions with a large number of projects funded by GANP) has also increased. Therefore, it is important to further improve the efficiencies and standardize GANP operations in order to continue to implement high-quality projects under the current implementation system. Monitoring, evaluation and follow-up are appropriately implemented in accordance with the "GANP Application Procedure." However, as the number of projects funded by GANP and budgets have increased, the shortage of manpower in Japan's overseas establishments has become an issue, particularly in countries with a large number of projects. In addition, the results of follow-up studies conducted by Japan's overseas establishments are expected to be utilized in improving the management of projects in the future. Information disclosure and dissemination are conducted appropriately by both NGOs and MOFA, and there were no particular problems.

Based on the above, the appropriateness of the processes was judged to be "high" for all four verification criteria, thus the appropriateness of the processes for GANP was evaluated to be "B. High."

3-1-3-1 Appropriateness of the Project Implementation Process

The implementation process of projects funded by GANP was based on the GANP Application Procedure and was highly appropriate. However, as the number of projects and budgets increase, there are issues that need to be improved in order to continue to implement high-quality projects and pursue the development of GANP.

(1) Setting and managing policy objectives of GANP

As discussed in 3-1-1-1 and 3-1-2-1, GANP does not currently have its own policy-based or strategic documents, and although the seven international cooperation priorities in the GANP Application Procedure are believed to replace this, no indicators have been established to measure the achievement of the respective priorities, and no indicators have been regularly monitored and evaluated. As the number of GANP projects and budgets increases, issues such as clarifying GANP strategies, establishing indicators for measuring the degree of goal achievement, and conducting periodic monitoring and evaluations of such

indicators have been pointed out.

(2) Implementation of the project-wide process of GANP based on a plan

The GANP Application Procedure has defined the eligible NGOs, the eligible countries and regions, the eligible projects, and the costs financed by GANP. Submission of the application, acceptance of application, final screening, approval of the application, signing of the grant contract, implementation of the project, audits, and monitoring and evaluation are undertaken in accordance with the GANP Application Procedure. The GANP Application Procedure is revised almost annually. According to interviews with stakeholders in Japan, revisions have been made in the past without sufficient consultation. However, in recent years, revisions have been made after repeated consultations between NGOs and MOFA through the Partnership Promotion Committee and the Task Force Meetings³, and the revised items have been explained carefully at briefings on guidance for the new fiscal year held around the end of March every year. Explanation of the revised "GANP Application Procedure" is carried out from time to time, both through Non-Governmental Organizations Cooperation Division and NGO consultants⁴, and it can be said that the implementation process of all projects funded by GANP are shared with NGOs with adequate predictability. Therefore, the process was appropriately implemented based on the plans.

(3) Establishment of Guidelines for the operations of GANP

In both questionnaire surveys for NGOs and Japan's overseas establishments, and in interviews with stakeholders in Japan, both NGOs and MOFA confirmed that the Guidelines on the operations of GANP are the "GANP Application Procedure." However, as described below, NGOs and Japan's overseas establishments expressed their opinions on needs of further improvements in the Application Procedure.

The GANP Application Procedure says that if an NGO plans to submit the application, the NGO should inform MOFA and Japan's overseas establishments about its intention and seek advice in preparing a set of preliminary documents prior to the formal submission of the application. For this reason, the number of submitted applications, accepted applications, and approved applications differed. The number of submitted applications, accepted

³ The Task Force Meeting is a forum for individual consultations with coordination promotion committee members and Non-Governmental Organizations Cooperation Division of MOFA.

⁴ Japanese NGO staff who have experience in and have had success with international cooperation are appointed by MOFA to "NGO consultants." Their role is to respond to various inquiries from the public and from NGO stakeholders, regarding NGOs and international cooperation, including questions about the international cooperation activities of NGOs, the establishment of NGOs, and their organizational management and operations. NGO consultants also visit other organizations not only upon request but also by their own initiative to hold classes and seminars taking international cooperation as a theme.

applications, and approved applications in FY2016-18 was as shown in Table 3-1. "Accepted" meant that the submitted application forms were confirmed as having satisfied the requirements of the application, and after they were "accepted," there were preliminary screening, inquiries and confirmations (interviews) with the applicant organizations, and proposal selection meetings. After consultations with the Ministry of Finance, MOFA finally decides to approve or reject the application. As can be seen in Table 3-1, about twenty to thirty percent of the applications are seen as not meeting the requirements and are not accepted. However, since the number of accepted applications is generally close to the number of approved applications, the decision of whether or not they are accepted means nearly the same as the approval from the NGO side. In the interviews and case studies, NGOs expressed their opinions that it was difficult to understand whether or not they really met the requirements, or whether or not they were accepted or rejected by some other criteria. In addition, MOFA does not publicize who decides approval or rejection of projects after the applications are accepted. Therefore, the reason for the approval or rejection is difficult to be understood from the outside. In contrast, in the response to the questionnaire survey for Japan's overseas establishments, there were opinions that in order to provide advice to NGOs about application documents, it was difficult to understand the criteria for screening and judgment solely from the requirements described in the "GANP Application Procedure," and therefore, it was necessary to clarify the standards and to coordinate the policies between MOFA HQ and overseas establishments.

According to the Non-Governmental Organizations Cooperation Division of MOFA, the criteria for screening and judgment are only in accordance with the GANP Application Procedure, and there are no other requirements than publicly available ones. The main reason why the application is not accepted is that the explanation is insufficient, the documents are insufficient, the NGO's response to questions at the proposal selection meeting is inadequate, or the submission of necessary documents is late.

It is expected that organizations that are planning to submit an application or rejected organizations will obtain guidance on what points to consider and how to improve their application documents. Therefore, through briefings on guidance for the new fiscal year held around the end of March each year, the Partnership Promotion Committee, and the NGO Consultant System, efforts should be made to thoroughly disseminate the main reasons for not accepting or approving the application, and to explain on the basis of concrete examples on how the Non-Governmental Organizations Cooperation Division judges whether the requirements have been satisfied or not. In addition, in order for Japan's overseas establishments to provide advice on the application documents and to screen applications, further measures such as incorporating supplementary explanations and concrete examples

of judgment criteria and management policies of the Non-Governmental Organizations Cooperation Division on GANP should be incorporated into the manuals for staff in charge of GANP as described in (4) of the following section.

Table 3-1: Number of Submitted Applications, Accepted Applications, and Approved Applications of GANP (FY2016-2018)

	Submitted applications	Accepted applications	Approved applications
FY2016	154	108 (70% of applications submitted)	102
FY2017	146	115 (79% of applications submitted)	113
FY2018	147	112 (76% of applications submitted)	106

Source: Prepared by the evaluation team based on the data provided by the MOFA.

(4) Procedures for the use of funds provided by GANP

In both questionnaire surveys for NGOs and Japan's overseas establishments, and the interviews with stakeholders in Japan, both NGOs and MOFA shared the view that the procedures for the projects funded by GANP were implemented generally and appropriately in accordance with the GANP Application Procedure. The Application Procedure has been revised through a number of discussions between NGOs and MOFA through the Partnership Promotion Committees and the Task Force Meetings, and the necessity of a series of processes is accepted by NGOs. However, as the number of projects and the amount of GANP budgets have increased, both NGOs and MOFA feel a major burden about the series of procedures carried out in accordance with the Application Procedure. In particular, two issues that need to be addressed in the future are standardization of operations and simplification of procedures, which will be described below.

The grant contracts are signed by a selected NGO and a Japan's overseas establishment or MOFA HQ. In the case of overseas contracts, Japan's overseas establishments are responsible for providing advice on application documents, signing the grant contract and payment procedures, responding to project changes, receipt of interim and final reports, and public relations. In the case of MOFA HQ contracts, Japan's overseas establishments are also responsible for consultation, examination, public relations, etc. In the opinion of the NGOs, the officials of Japan's overseas establishments and MOFA HQ basically answer their questions about the application and the procedures of project implementations. However, NGOs assess that advice and answers from officials of Japan's overseas establishments and MOFA vary. In the questionnaire survey for Japan's overseas

establishments, many officials of Japan's overseas establishments responded that they were happy about the answers provided by MOFA, which they consulted in the event of any uncertainties. However, they also requested guidelines for officials in charge of GANP, similar to the Grassroots Human Security Grant Aid Guidelines, they said that it would be helpful if there was training for application screenings, and they also hoped to learn the check points for reviewing the final and the audit reports. According to MOFA HQ, manuals for GANP are prepared and distributed to the staff of the Non-Governmental Organizations Cooperation Division. MOFA also sends directives to Japan's overseas establishments about how to promote GANP every year. MOFA also provides training and briefings on GANP with officials who are to be assigned to Japan's overseas establishments. However, since NGOs and Japan's overseas establishments have also given opinions and made requests for further improvements, standardization of operations by preparing and sharing manuals for GANP in Japan's overseas establishments is one of the issues to be considered in the near future.

Another issue that NGOs pointed out was to improve the project implementation process of GANP by simplifying procedures. NGOs highly appreciate that GANP allows multi-year projects to be implemented and responds relatively flexibly to changes in project operations in accordance to the changes in local circumstances and needs. However, because of the time-consuming and labor-intensive application and screening of multi-year projects on a two-year or three-year basis, and the cumbersome change procedures during the implementation of projects, there is a growing need to simplify the administrative procedures and to focus more on project outcome. From the viewpoint of audits, there seems to be some points that can or cannot be simplified, but in terms of improving the efficiency of operations on the part of MOFA, the simplification of administrative procedures is one of the issues to be considered in the near future.

(5) Improving the project implementation process of GANP based on changes in operational environment, needs and issues

In recent years, the "GANP Application Procedure" has been revised almost annually after many discussions between NGOs and MOFA through the Partnership Promotion Committees and the Task Force Meetings. Recent improvements include an increase in the ratio of general and administrative costs based on strong requests from NGOs, and the fact that medical care activities have been included based on a more elaborate judgment in response to changes in the international environment and needs. The GANP Application Procedure has also revised various forms in line with improvements in the project implementation process. For example, in FY2018, application forms, mid-term reports, and final reports were revised in order to closely measure the effect of the input in accordance

with the NGO's requests, such as an increase in the administrative cost ratio. In addition to the overall objectives (no indicators), the project objectives and their indicators were set up, and the effectiveness of the project (the degree of achievement of the objectives) became easier to be seen. Based on these results, it is concluded that the project implementation process of GANP has been appropriately improved in light of changes in operational environment, needs and issues.

3-1-3-2 Implementation System of Relevant Organizations

Based on the results of the analyses, case studies, interviews in Japan, questionnaire surveys for Japan's overseas establishments and NGOs, and meta-evaluation of the existing data, the implementation system of the relevant organizations in GANP has been appropriately developed and operated, and consultation and collaboration with counterpart organizations in the recipient countries have also been appropriately implemented. In addition, it is highly appropriate because a number of different ODA projects and schemes are being appropriately provided to allow NGOs to use differently according to their objectives. However, as the number of GANP projects and budgets increase, there are issues that need to be improved in order to continue to implement high-quality projects and to pursue the development of GANP.

(1) Organizational framework of the project

As of 2019, the Non-Governmental Organizations Cooperation Division of MOFA's headquarter, which is in charge of GANP projects, has 19 staff members. In Japan's overseas establishments, officials in charge of the Economic Cooperation are often in charge of the projects funded by GANP. In response to the questionnaire survey for Japan's overseas establishments, GANP has no budget allocation by region/country and projects were formed without considering staff allocation of Japan's overseas establishments. Therefore, it was requested that introduction of system such as the utilization of external staff member who is commissioned tasks related to GANP in accordance with the increase in the number of projects and the budget amount be considered. In recent years, the projects funded by GANP have been adopted in more than 100 cases per year, and depending on Japan's overseas establishments, one person in charge may be looking at more than 10 GANP projects. Therefore, in order to continue to implement high-quality projects and pursue the development of GANP, it has become an issue to promote further streamlining and leveling of operations so as to be able to respond with the current staffing, or to consider adjusting the implementation system to meet the growing volume of operations.

(2) Consultation and collaboration with counterpart organizations of the recipient country

As a result of the case studies, interviews in Japan, questionnaire surveys for Japan's

overseas establishments and NGOs, it was confirmed that both NGOs, MOFA HQ, and Japan's overseas establishments agreed that they could not conduct projects without consulting and cooperating with counterparts in the recipient countries. For example, in the case of health projects, discussions are held with the central Ministry of Health, the Health Bureau in each region, and counterparts from the time of planning the needs of the community; and projects are formed based on the policies of the local governments. There have been many cases where consultations and collaborations were carried out with difficulty because close collaboration at the local level did not work well with central ministries and agencies, and because the only counterpart agency in some countries have various human and financial constraints.

(3) Collaboration with Japan's other ODA projects and schemes

According to the results of case studies, interviews in Japan, interviews with Japan's overseas establishments, questionnaire surveys for Japan's overseas establishments and NGOs, the collaboration between GANP project and other Japanese ODA projects and schemes has been actively promoted in some countries and regions. However, there are some countries which place more importance to ensure that there is no overlap with other Japanese ODA projects or projects by other donors. As a result, there are countries and regions where there is little collaboration with other Japanese ODA projects and schemes. Depending on national and regional policies and the status of Japan's ODA assistance, there may be cases where synergies are achieved through collaboration, while there may be cases where duplication is eliminated to support a wider range of target areas and regions. However, since there are countries and regions where GANP projects are not included in the rolling plan, which is the Annex to the Japan's Country Assistance Policy, there is room for further improvements in the strategic positioning of GANP projects in support plans for Japan's countries and regions. When evaluating NGOs, one NGO may use a combination of GANP projects and other ODA projects and schemes. For example, collaboration in the form of surveys carried out in JICA Partnership Program, program supported by JICA which aims to implement development projects in developing countries by Japanese development partners such as NGOs, and the use of GANP to further develop the outcome of projects is actually being carried out. Several different ODA projects and schemes may be appropriately provided to enable NGOs to use them differently according to their objectives.

Collaboration with international organizations, other donors, and companies is being promoted not only through the efforts of individual NGOs, but also through consultations with the Partnership Promotion Committee. Representatives from international organizations with offices in Japan and from international organizations with experience working in

collaboration with Japanese NGOs on the ground also participate in the Partnership Promotion Committee from time to time. For example, according to the Minutes of the Partnership Promotion Committee, the 1st Partnership Promotion Committee in FY2018 announced best practices that had been highly evaluated locally, and the 2nd and 3rd Partnership Promotion Committees in FY2018 also introduced organizations that were small, but specialized in implementing activities rooted in the field community such as intensively discussing collaboration with international organizations. According to case studies and domestic interviews, private companies in specialized fields may back up collaboration with companies in some cases. As a private company, there is a trend toward promoting international contributions from the viewpoint of Corporate Social Responsibility (CSR), and it is believed that there is a momentum for promoting cooperation with NGOs.

3-1-3-3 Implementation Status of Monitoring Evaluation and Follow-up

Based on the results of case studies, interviews in Japan, interviews with Japan's overseas establishments, questionnaire surveys for both Japan's overseas establishment and NGOs, meta-evaluation, and analyses of various reports on GANP projects, the monitoring, evaluation and follow-up of GANP projects are conducted in accordance with the "GANP Application Procedure" and are highly appropriate. However, as the number of GANP projects and the amounts of budgets have increased, the time and effort required for the management and follow-up of projects in progress have also increased. Therefore, in certain countries and regions where the number of projects is large, an issue is to promote more efficient operations so that the amount of operations is commensurate with the manpower.

Most NGOs responded that during the implementation of GANP projects, they submitted progress reports to Japan's overseas establishments and MOFA as appropriate, and submitted various reports in accordance with the "GANP Application Procedure." Among many NGOs that self-evaluate their projects while keeping in close contact with each other, some Japan's overseas establishments responded that they were seeking improvements by pointing out that budgets were being diverted without submitting business change reports, etc. from NGOs. Based on these cases, it is considered that projects under Japan's overseas establishments are being managed appropriately.

Many Japan's overseas establishments responded that they had fully confirmed local needs at the time of the application, had close contact with the implementing organization even during the implementation of the project, and had conducted an appropriate ex post facto survey. Some Japan's overseas establishments were not limited to confirming

progress through e-mail, telephone, etc., but were able to invite organizations to the Economic and Economic Council once a month to share information in face-to-face meetings. In contrast, the number of projects was insufficient in manpower; and there were some concerns that they could not attend on-site inspections or related meetings, and they could not respond promptly to interim reports and final reports because they were busy responding to inquiries from NGOs on a daily basis and notifications of changes in implementations. There was a problem of public safety, so while the project was being carried out, information was closely collected, and progress was also ascertained. However, there was an opinion that the post-hoc status survey for all projects was not possible because of restrictions on the movement of the project.

NGOs are required to submit interim and final reports annually for multiple-year projects (up to three years). MOFA confirmed the progress of the project through these reports and has taken care to ensure that the progress can be made seamlessly. However, the Ministry answered that only achievement of high-level targets closely related to priority issues was observed for individual projects, and monitoring assessment and follow-up by priority issues were not conducted. Although Japan's overseas establishments conducted follow-up studies with great effort, there were comments on how the survey results were utilized by MOFA.

As the number of GANP projects and the amount of budgets increase, MOFA and Japan's overseas establishments will continue to appropriately manage projects. In addition, MOFA and Japan's overseas establishments will promote further streamlining and leveling of their operations, and review various reports submitted by NGOs to date to 1) simplify or add revisions to them, and 2) analyze the factors contributing to promotion and inhibition, and use the results of these analyses in advice on ex ante consultations and reviews.

3-1-3-4 Appropriateness of Information Disclosure and Dissemination

Based on the results of the analyses, case studies, interviews in Japan, and questionnaire surveys for Japan's overseas establishments and NGOs, it is judged that information disclosure and dissemination of GANP are appropriately done.

While some NGOs have only Japanese language available for information disclosure and dissemination, increasing number of NGOs are disseminating information in English and local languages in addition to Japanese. Communications media have also spread not only to events and papers (newsletters, pamphlets, annual reports, etc.), but also to websites, Facebook, Instagrams, and Twitter. There are many local organizations that attach not only their logos, but also stickers to signboards and equipment provided by their local offices,

indicating that they are supported by Japan's ODA. When local counterparts and beneficiaries use Facebook and Twitter, some organizations have introduced recent activities not only in English, but also in local languages, and they have created and distributed pamphlets in local languages. In contrast, in Japan, the use of ODA to implement GANP projects is crucial because it serves as a basis by which donors consider them to be trustworthy organizations, and it is an appeal to the outside world. Although the Japanese-language website focuses mainly on information for Japanese citizens, there are many organizations that provide information on all GANP projects; and that GANP projects information are included in the annual reports.

NGOs and MOFA are actively publicizing GANP through GANP's publication of outcome and through events, etc. in order to make the people more aware of the importance of ODA through GANP. For example, NGO and MOFA jointly set up stages and booths at the Global Festa, the largest international cooperation event in Japan organized by MOFA, JICA and JANIC, MOFA officials are dispatched to universities and elementary and junior/high schools for "ODA Delivery Lectures" which provides information and explanation about Japan's ODA, and there are some cases that MOFA conducts the Delivery Lectures together with NGOs. MOFA has published the completed GANP project on its website. In addition, MOFA receives articles introducing projects from NGOs and publicize them in the MOFA' e-mail magazine.

In addition to press releases from Japan's overseas establishments, field GANP signing and delivery ceremonies are conducted inviting government officials and media of recipient countries so that local press disseminate information on GANP businesses to wider audience in the countries. Japan's overseas establishments regularly hold press tours for the entire ODA business, including GANP projects, where local press officials visit the sites and have them publish articles. In addition, in the African Policy Speech delivered at the African Union when Prime Minister Shinzo Abe visited Ethiopia, the activities of a Japanese NGO called "Community Road Empowerment (CORE) were introduced as a good example of Japan's cooperation policy of narrowing down "the focus to youth and women, each and every one of them" There are some cases, such as that JOICFP's one-stop services were introduced as a successful example of public-private partnership in a brochure distributed at TICAD Ministerial Meeting.

3-2 Diplomatic Importance and Impact

Evaluation of the Importance from a Diplomatic Perspective

GANP as a program is of great importance to Japan's national interests. GANP is also of great importance in various aspects, including global issues and priorities in the global community and local communities.

Evaluation of Impact from a Diplomatic Perspective

Various diplomatic impacts are limited. While the projects funded by GANP contribute indirectly and long-term to the improvement of Japan's trust, they have only limited contributions to Japan's economic activities and business expansion, and it is impossible to expect such contributions to raise pro-Japan sentiment.

However, it can be said that they contribute indirectly through the sharing of values (freedom, democracy, rule of law, etc.) at the grass-roots level. In addition, there are some projects funded by GANP that have complementary relations with other ODA schemes, such as loans, grant aids, and technical assistances. Furthermore, it was confirmed that it has contributed to SDGs and to the realization of Japan's diplomatic policies aimed at realizing SDGs.

It was found that NGOs themselves were not always clearly aware of diplomatic importance and impact in their activities. In contrast, the officials of Japan's overseas establishments in charge of GANP could compare it to the status of NGOs supported by other donors and with other Japanese ODA schemes; and they found that they were well aware of the diplomatic importance, impact, and limitations of GANP.

3-2-1 Evaluation of the Importance from a Diplomatic Perspective

3-2-1-1 Importance for Japan's National Interests

In case studies (Laos and Myanmar field survey), a number of comments were heard that "GANP is a part of Japan's ODA, and thus diplomatic perspectives should be seriously considered as a matter of course." Specifically, it was confirmed that ODA marks and/or Japan's national flag marks were affixed, and that GANP was explained well in the on-site project briefings. In the same way, nearly 100% of the domestic interviews of NGOs responded that ODA marks were always affixed, but it was confirmed that it was difficult for individual NGOs to consider diplomatic perspectives on a daily basis. In addition, the questionnaire surveys for Japan's overseas establishments pointed out the importance of providing multi-layered assistance by implementing relatively small-scale projects supported

by GANP, in addition to large-scale grant aids and loans implemented by JICA. There were also several comments on the importance of improving the understanding, image, and confidence of Japan, including the creation of pro-Japan people as a part of the overseas training program, and expanding exchanges at the grass-roots level, among the most common responses in questionnaire survey results for NGOs. Finally, the results of the meta-evaluation of project implementation plans and final reports indicate that there are no entry space for diplomatic importance in the plan or final report formats. If MOFA puts importance on diplomatic importance in GANP, NGOs will consider their projects from a diplomatic perspective by being required to fill in a specific space in the formats, which will be a future challenge.

First of all, the results of the analyses on "how GANP and the projects funded by GANP are important to Japan's national interests" are shown below. According to the National Security Strategy, national interests are defined as 1) Japan's survival, 2) contribution to further prosperity, and 3) international peace and order. Overall, the importance of GANP in Japan's national interests are high.

1) Regarding Japan's survival, it was first of all essential to have general trust in Japan. As mentioned earlier, projects funded by GANP contributed to the improvement of pro-Japan feelings at the field level and contributed indirectly and long-term to the improvement of Japan's trust. The following are the main comments that are especially notable.

<Contribution to Japan's Survival>

- Support by NGOs is at the grassroots-level, so it is not directly reflected in the three national interests at the national level, but can be meaningful indirectly and over the long term.
- As a tool to strengthen the three national interests, it is effective and important to be understood that Japan is a "good neighbor" by the stakeholders of other countries.

2) Regarding "contribution to further prosperity," it was found that NGOs using GANP have very limited contributions to Japanese economic activities and business expansion. In other words, it is impossible to expect economic contributions. The following are especially noteworthy comments from a variety of information sources.

<Contribution to further prosperity>

- For Japan, which depends on foreign resources and has a declining population, the relationship with Africa is not merely a target of development assistance in terms of Japan's survival and further prosperity, but as the 21st century's largest frontier, it is important and contributes as a company's investment destination. (This is a generic comment, not necessarily a specific comment for GANP.)

- The relationship between expanding Japan enterprises and securing resources is weak.

3) With regard to "contributing to international peace and order," many projects funded by GANP are implemented in areas where civil wars and conflicts have occurred, and they can play significant roles at the field level. Contributing to international order is somewhat beyond NGOs that use GANP; and one response from the NGO questionnaire survey said that "the implementation of projects by NGOs and the pursuit of diplomatic measures should be separated," but it can be said that contributes indirectly through the sharing of values (freedoms, democracy, the rule of law, etc.) at the grass-roots level. The following are particularly noteworthy comments from a variety of information sources.

<Contribution to International Peace and Order>

- Recognizing the importance of economic development assistance based on rules at various levels in the region will contribute to the maintenance and protection of international order from a medium-to long-term perspective.
- This will contribute to enhancing cooperation with Japan, which shares fundamental values such as democracy, freedom, and the rule of law.
- The implementation of projects by NGOs and the pursuit of diplomatic measures should be separated.

3-2-1-2 Importance on Priorities and Global Issues in the International Community and Local Communities

This section analyses how GANP and the projects funded by GANP are critical to international and regional priorities or global challenges. These are defined as 1) priorities in the international community and local communities 2) global issues (such as SDGs 17 goals), and 3) international basic rules (such as freedoms, democracy, and the rule of law).

1) Priorities in the global community and local communities vary from region to region, but, as it has already been clarified in the evaluation of "3-1-1-2 Consistency of Needs with Recipient Countries and Applicants" , NGOs that use GANP are undertaking the projects that take advantage of local grass-roots needs. This is a characteristic of NGOs, and GANP is certainly contributing. It is also highly appreciated by the recipient government. The following are the main comments from various sources.

<Priorities for the International Community and Local Communities>

- Supporting this country at the grassroots level, which has a population of more than 100 million and a younger average age in its 20s, is also effective in the future development of the international community and in the medium-to long-term resolution

of global issues.

2) Global issues had been previously unclear, but now they became clearly described in SDGs' 17 goals, 169 targets and 329 indicators. The project implementation plan for GANP requires NGOs to describe how the projects contribute to SDGs goals and targets. This can be said that GANP contributes to the achievement of SDGs. The following are the main comments from various sources.

<Contributing to Global Issues (Including SDGs Targets)>

- GANP contributes to the achievement of SDGs targets and contributes to Japan's national interests from a long-term perspective.
- Contribute to resolving issues directly linked to "human security," such as poverty reduction, disparities correction, and maternal and child mortality reduction.

3) Contribution to international basic rules (liberty, democracy, rule of law, etc.) has already been mentioned, and this perspective is important. However, Japanese NGOs are not very familiar with advocacy-like activities that have pushed these universal values forward. However, this can be realized through cooperation with residents at the grass-roots level (field level). It can be said that not pushing out such universal values has led to the high reputation of Japanese NGOs that use GANP in the field. The following are the main comments from various sources.

<Importance of Contributing to International Basic Rules (Freedom, Democracy, Rule of Law, etc.)>

- Recognizing the importance of economic development assistance based on rules at various levels in the region will contribute to the maintenance and protection of international order from a medium-to long-term perspective.
- This will contribute to enhancing cooperation with Japan, which shares fundamental values such as democracy, freedom, and the rule of law.

3-2-1-3 Importance for Bilateral Relations

This section analyzes how GANP and the projects funded by GANP can be considered critical to bilateral relations. This will be analyzed in terms of: 1) how important GANP is in its historical relationship to the country; 2) how important GANP is in its relationship to the geopolitical location; and 3) how important GANP is in its relationship to highly influential emerging donors.

1) The question of "how important GANP is in its historical relationship with the country" must also consider bilateral relationships with other countries around the world, and the relationship with Myanmar, one of the case studies countries, is a good example. Japan

continued its assistance even when the military administration was temporarily established and its relations with international organizations and bilateral aid agencies worsened due to human rights issues, and assistance was suspended. Of course, the assistance by Japan was made after explaining the purpose to international organizations and other bilateral aid agencies and gaining their understanding. Even after the military administration ended and political governance was transferred to the civilian government, the fact that Japan alone provided assistance at that time was widely known not only to the government officials in Myanmar, but also to the general public, which has led to the current feelings of pro-Japan. Other than Myanmar, the following are the main comments received from various information sources.

<Importance of Bilateral Relations>

- This will lead to the promotion of Middle East peace and the maintenance of international order, which in turn will lead to the peace and security of Japan and its people.
- The effects are not expected to be significant in the local GANP project. If this effect is sought, it would be more cost-effective to invite senior government officials who are policy-making officials.

Similarly, 2) Geopolitical relations depends on the positional relationship between the two countries around the world. Laos and Myanmar, which are the case studies countries, are located in the same Asian region, and are important for their economic and political relations, including investment. GANP has been supporting NGOs with an emphasis on Asia, and the importance of NGOs is reflected appropriately. However, it should be noted that the impact of GANP on economic relations, including investments, was impossible because of the large number of projects in poor areas. The following are the main comments from various sources.

<Geopolitical Importance>

- It likely contributes to improve Japan's presence, sense of trust, and general support for Japan, if GANP projects were to be conducted with enough publicity of Japan in places where members from Japan's overseas establishments are unable to go directly.

3) In regard to the question of "how important GANP is in its relationship to highly influential emerging donors, there were numerous comments from each information source on how important this was. Although emerging donors provide assistance in large-scale infrastructure development, they expressed the recognition that there were no NGOs in their own countries that would provide grass-roots cooperation, and that Japan's assistance through NGO assistance had a comparative advantage. In order to promote the significance

of Japan's ODA, it is desirable to publicize this point as well. The following are the main comments from various sources.

<Comparison with Support Measures by Emerging Donors such as China>

- In projects funded by GANP, NGOs' attentive and highly specialized assistance is likely to have a comparative advantage over emerging donors.
- Through GANP, Japan can expect to relatively improve its presence and credibility compared with donors who pursue only their own interests with the larger scale of assistance, by demonstrating both domestically and internationally that Japan will provide assistance that ensures the sovereignty of Myanmar and the independence of local residents, while appropriately taking into account the beneficial effects of Myanmar on local residents.
- Increasing pro-Japan people through GANP can affect our policies and support for Japan. In addition, since there seems to be few NGOs in emerging donor countries, the presence of Japanese NGOs contributes to the improvement of Japan's presence.

3-2-1-4 Importance of Japan's Peace, Security and Prosperity, and the Security and Prosperity of the Japanese People (including corporations)

Here the evaluation team analyzed "how important GANP can be for Japan's peace, security and prosperity" and "how important GANP can be for the safety and prosperity of Japanese citizens (including corporations). As a program, GANP plays a part in ODA, and therefore Japan is required to contribute naturally to the peace and prosperity of Japan. However, there were comments that this was a somewhat distant story that individual projects funded by GANP and NGOs would not normally be aware of. In contrast, there were a number of comments that GANP had contributed to the safety of the Japanese people by building a good image of Japan at the grass-roots level. However, as mentioned earlier, individual NGOs had little awareness of the Japanese firms' prosperity through their expansion into GANP. The following are the main comments from various sources.

<Importance of Japan's Peace, Security, and Prosperity, and the Security and Prosperity of the Japanese People (including Companies)>

- This scheme (support for NGOs by GANP), which embodies the morale that "people help each other," is a key step toward solving priorities and global issues.

3-2-1-5 How Crucial GANP and its Supported Projects Are

The importance of GANP and the projects funded by GANP is described by 1) the value inherent to NGOs from a diplomatic perspective, 2) the significance of expanding civil society exchanges from a diplomatic perspective, and 3) the significance of creation of pro-Japan people from a diplomatic perspective described below.

1) Intrinsic value of NGOs from a diplomatic point of view" is recognized to be of great value. Even in the areas where the governments or bilateral ODA implementers are difficult to reach, there are some areas where NGOs can enter, and implement projects that meet basic needs using GANP. It can be said that it plays a role in complementing Japan's diplomacy, and its importance is high. The following are particularly noteworthy comments from a variety of information sources.

<Intrinsic Value of NGOs from a Diplomatic Perspective>

- Face-to-face development cooperation is a way of keeping the actual work of Japanese people in the hearts of local residents, and this project helps to deepen the understanding of Japan.
- NGOs are sensitive to global development challenges and have advantages in building relationships with communities, so that important policy challenges can be reduced to the field level. This will help solve the issues and contribute to fostering Japan's presence and familiarity.

2) Expansion of civil exchanges from the perspective of diplomacy is also important to Japan's diplomacy. NGO staffs are likely the members of civil society, therefore, it can be understood that interactions between NGOs and people in the local communities exist. However, there is a limitation in interacting with donors and volunteers who do not live in the local communities where the NGOs conduct activities due to the issue of physical distance.

<Expansion of Citizen Exchange>

- By investing Japan's funds in the front lines of assistance and implementing projects with local counterparts by Japanese nationals, the image of Japan will be improved and the trust and support of Japan will be expanded.

3) Training of pro-Japan people from the perspective of diplomacy is also important for Japan's diplomacy. There were many comments that the number of pro-Japan people was increasing at the grass-roots level, and it points out the importance of becoming an indirect asset of Japan's diplomacy. However, there was the comment that if the purpose of the project is to increase the number of pro-Japan people, there were other methods that were relatively inexpensive.

3-2-2 Diplomatic Impact of GANP and the Projects Funded by GANP

The "diplomatic impact" of GANP as a program (policy) is seen as a result of the realization of the above-mentioned "diplomatic importance." Overall, diplomatic impact must be considered limited. It was not confirmed that NGOs working in the field were normally conscious of diplomatic impact. In the questionnaire survey for Japan's overseas establishments, there were a number of opinions that "Japanese representatives were

mostly supported by representatives from recipient countries when there are elections in international conferences and international organizations," and "Japan was promptly provided with various assistance, including donations to Japan in the event of disasters, such as the earthquakes in the past. It's seen that cooperation through GANP contributed to it." In contrast, there were also opinions that it was impossible to clearly pinpoint the spillover effects on Japanese enterprise expansion and resource securing; and specifically, there were no cases that cooperation through GANP directly led to Japanese enterprise expansion and resource securing. In addition, there were also opinions that it was impossible for all sources to confirm that NGOs operating in the field were normally conscious of diplomatic impact, and that it was impossible to expect diplomatic impact through the implementation of NGOs' projects through GANP. Therefore, diplomatic impact must be evaluated as limited. On the other hand, it can be said that pro-Japan feelings of local residents through GANP can be an important support for Japanese firms or local Japanese firms when they launch new projects such as market expansion and resource securing.

The following items(1) to (5) are the analytical results for the respective verification criteria on diplomatic impact.

(1) Analysis of the impact on Japan's national interests

This section analyzes the impact of GANP as a scheme and the projects funded by GANP on Japan's national interests. The following information was compiled on the three items of national interest.

<1) Contribution to Japan's survival>

- Major countries, including the United States, highly value the NGO projects through GANP. By earning the trust of these countries, the scheme contributes to the maintenance of peace and security in Japan.

<2) Contribution to further prosperity>

- Although the incorporation of Japanese enterprises as eligible organizations may have a certain beneficial effect on enterprises, there are many areas where GANP is being provided in accordance with the needs of the site that are not economically strong, so it is considered that there is no significant spillover effect on the Japanese economy.

<3) Contribution to international peace and order>

- As already mentioned, recognizing the importance of rule-based economic development assistance at various levels in the region will contribute to the maintenance and protection of international order from a medium-to long-term perspective.

(2) Analysis of the impact on priority issues and global issues in the international

community and local communities

The impact of GANP as a scheme and the projects funded by GANP on global and regional priorities and global issues was analyzed. The following information was available.

- <1) Effects on priority issues for the international community and local communities>
- It contributes to the solution of global issues at the grassroots level. This is because the projects funded by GANP are focusing on improving health, water and sanitation, and gender and inclusive growth in order to achieve SDGs.
- <2) Effects on Global Issues (including SDGs' Targets)>
- Detailed assistance tailored to local needs (e.g., landmine clearance, health measures, etc.) plays an important role in regional priorities/global issues.
- <3) Importance of Contribution to International Basic Rules (Freedom, Democracy, Rule of Law, etc.)>
- Recognizing the importance of economic development assistance based on rules at various levels in the region will contribute to the maintenance and protection of international order from a medium-to long-term perspective.

(3) Importance for bilateral relations

Analysis on the impact of GANP and the projects funded by GANP on bilateral relations was conducted. The following is an analysis of the main information obtained from various information sources.

- <1). The impact on Bilateral Relations>
- It improves the public sentiment of the recipient countries toward Japan.
 - The projects funded by GANP contribute to the improvement of Japan's image and confidence.
 - Many in the recipient countries mentioned that they have received attentive support that meets their needs. This has contributed to the improvement of Japan's presence and trust in the recipient countries.
- <2) Geopolitical Importance>
- Long history of Japan's support to Asia suggests that Asian countries' deep trust in Japan, which has been formed through the cumulative number of projects funded by GANP, has a positive impact on the recipient countries' policy decisions.
- <3) Influence on Relations with Emerging Donors with Large Effects>
- It is considered that the projects funded by GANP, which provide software support in addition to infrastructure development, are contributing to Japan's presence compared with emerging donors.
 - GANP and the projects funded by GANP are relatively improving Japan's presence in the recipient countries, where China's presence as a donor is overwhelmingly high.

(4) Importance of Japan's Peace, Security and Prosperity, and the Security and Prosperity of the Japanese People (including Japanese corporations)

Whether GANP and the projects funded by GANP impacted Japan's peace, security, and prosperity, and the kind of impacts on the safety and prosperity of Japanese citizens (including Japanese enterprises) were analyzed. In the event of disasters in Japan, it was pointed out that a significant impact was the governments of other countries and non-governmental organizations that promptly announced their support for Japan (donations) including support in the aftermath of past earthquakes.

In particular, it is remembered that large amounts of assistance, such as donations, were received from other countries, particularly from developing countries that are not affluent, during the recent Great East Japan Earthquake. It is, of course, not only due to the activities of Japanese NGOs, but also due to overall Japanese ODA, the activities of private companies, and daily human exchanges. However, it is not difficult to imagine that the steady field activities of Japanese NGOs had a positive impact. This may also be an outcome of the activities of all NGOs in Japan, including NGOs implementing projects through GANP (see Box below).

BOX3-1: Support from 174 countries and regions worldwide in response to the Great East Japan Earthquake and effective use in the affected areas: Published survey report (February 2014)

The International Development Center of Japan published on its website a report entitled "Review Survey of Overseas Support for the Great East Japan Earthquake," which summarized the overall picture of assistance received from overseas and its utilization in response to the Great East Japan Earthquake. The actual overseas assistance was the same as those announced on that website in March 2013, but additional surveys were conducted over the next year to analyze the status on the use of assistance received from overseas, the issues and learning at the time assistance was received; and the results were recompiled into a single report.

The survey confirmed that over a period of about one year from the time the earthquake hit to the end of March 2012, Japan received a total of approximately 164 billion yen in financial assistance (Note 2) from governments, international organizations, private organizations, and individuals in 174 countries and regions worldwide (Note 1). This additional survey focused on the beneficiaries and uses of the financial assistance received. The Japanese Red Cross Society had the largest number of beneficiaries, about

40% on a number basis and 3/4 of the total on an amount basis. Much of the remainder consisted of direct support and NGOs from overseas. The financial support was used for two purposes: direct cash distribution to the affected people and assistance activities in the disaster-stricken areas. Financial assistance was used effectively to assist the affected people and to reconstruct the disaster-stricken areas; and it was confirmed that the affected people were highly grateful for the financial assistance. This report outlines the specific activities of the assistance received from overseas, the current situation in the affected areas, and the thoughts of the affected people about the overseas assistance.

Note 1: This does not include cases where acceptance cannot be confirmed even if assistance had been given, the country cannot be identified due to assistance by individuals, or assistance outside the survey period.

Note 2: There is a possibility of a slight downward revision due to duplication of support information, and an upward revision of up to about 60 billion yen due to information that could not be grasped and information that could not be reflected in the aggregation as a possibility of duplication. The financial conversion of physical and human support is not included.

Source: Japan International Development Center, "Press Release: Support from 174 countries and regions worldwide in response to the Great East Japan Earthquake, and effective use in affected areas: Published survey report" (<http://www.idcj.or.jp/pdf/ldcjr201402PRJ.pdf>)

(5) What spillover effects did GANP and the projects funded by GANP have on others?

Described below are the impacts of GANP and the projects funded by GANP on 1) the intrinsic value of NGOs from a diplomatic perspective; 2) the significance of expanding exchanges between civil societies from a diplomatic perspective; and 3) the significance of pro-Japan people from a diplomatic perspective. The following are the main comments from various sources.

<1) "Intrinsic value of NGOs" from a diplomatic perspective>

- There are areas where NGOs can enter, but governments cannot, where projects funded by GANP produce diplomatic outcomes in these areas.
- While the projects funded by GANP are implemented in fully utilizing the specialized skills of NGOs, it is not suitable for seeking Japanese presence and understanding in specific issues in the global community because there are aspects where each and every one of the projects is implemented separately.

<2) Expansion of exchanges between citizens>

- It is considered that the fact that not only the Government of Japan but also various stakeholders, including NGOs, participate in assistance, contributes to the appeal of Japan's cooperation.

<3) Creation of pro-Japan people from the perspective of diplomacy>

- Japan's continued assistance in various forms, including GANP projects, is believed to have amplified pro-Japan feelings in the recipient countries. The government of recipient countries support Japanese candidates in most cases in the elections of international conferences and international organizations.
- The people who know about Japan well and the pro-Japan people are fostered, and the number of people who favor Japan and the Japanese are increased. The fostering of acquaintances and pro-Japan people helps to ensure the safety of Japanese residents and travelers.

Based on the results of the analyses so far, the diplomatic impact of GANP is evaluated as follows.

Results of the evaluation on diplomatic impact

- 1) Projects through GANP contribute indirectly and over the long term to improving a confidence in Japan, as they contribute to the improvement of pro-Japan feelings at the project level.
- 2) In contrast, Japan's contributions to economic activities and business expansion are extremely limited, and it is impossible to expect such contributions.
- 3) Contributions to international peace and order are minimal for NGOs using GANP, but they are indirectly contributing through sharing of values (freedom, democracy, rule of law, etc.) at the grassroots level.
- 4) Japan's overseas establishments recognizes that the projects funded by GANP are playing a part in the multi-layered assistance of Japan's ODA as a whole, as the scheme is complementary to other ODA schemes, such as loans, grants, and technical assistance.
- 5) It can be said that it has contributed to attaining SDGs and contributed to the realization of Japan's foreign policies aimed at realizing SDGs.
- 6) Compared to other donors' support of NGOs, the projects implemented by Japanese NGOs through GANP are focused and based on local perspectives, which enhance the trust of recipients toward Japan.
- 7) Emerging donors provide support such as large-scale infrastructure development, but there are no NGOs on their own that provide grassroots cooperation. In contrast, Japan's assistance through NGO assistance has a comparative advantage. It is desirable to publicize this point.
- 8) In the event of disasters in Japan, a large number of aid funds were sent from recipient countries. Although this is not the only effect of GANP, it can be seen to reflect the

trustworthiness and favorable feelings of Japan and the Japanese people.

Chapter 4 Recommendations

Recommendations based on the assessment results are as follows.

4-1 Policy/Strategy-Level Recommendations

4-1-1 Continuous Increases in the Size and Number of GANP

GANP on project basis was highly evaluated according to all three evaluation criteria of Relevance of Policies, Effectiveness of Results, and Appropriateness of Processes. Nevertheless, although it has been highly effective as an individual project funded by GANP, it has been identified as challenges in achieving its larger developmental effects in broader context in countries, because it has been limited in its effects. In order to achieve this goal, MOFA should continue to increase the size and number of cases in the future.

[Address] MOFA [Target Period] Medium-to Long-Term [Basis] 3-1-1-1, 3-1-2-1, 3-1-2-2, 3-1-3-1

4-1-2 Study of Strengthening Strategic Thinking as a Program

It has been pointed out that the strategy of GANP is unclear in the evaluation results pertaining to Relevance of Policies, Effectiveness of Results, and Appropriateness of Processes. There are no strategy documents (or policy documents), the directions that MOFA should aim for are ambiguous, and the projects funded by GANP are exhaustively implemented without strategic focus. A strategy is a comprehensive plan that specifies the missions, visions, and strategic objectives of the program and how it is implemented. Therefore, strategic document (or policy document) should be considered based on higher-level policy documentations. As a first step, the current "target areas," "project types," and "international cooperation priority issues" should be streamlined and consolidated to clarify strategic directions and prioritization.

[Address] MOFA [Target Period] Medium-to Long-Term [Basis] 3-1-1-1, 3-1-2-1, 3-1-3-2, 3-1-3-1

4-1-3 Two-Stage GANP Schemes

From the result of the evaluation on Effectiveness of Results, it is found that, as the total amount of budget and the number of projects funded by GANP become larger, covering all of the projects in a single scheme becomes difficult. While wider and flexible eligibilities in applying GANP should be maintained for organizations that use GANP for the first time, establishing an additional scheme to increase the amount of money and the size of a project for experienced NGOs should be considered, taking into account policy viewpoints by MOFA.

[Address] MOFA [Target Period] Medium-to Long-Term [Basis] 3-1-2-2 ①

4-2 Project Implementation-level Recommendations

4-2-1 Standardization of Operations of Projects Funded by GANP by Sharing Manuals, etc.

The evaluation on the appropriateness of the processes revealed that there was room for further improvements in MOFA's response to consultations on applications and to the general procedures being undertaken. In order to reduce the variability in responses and answers by MOFA HQ or Japan's overseas establishments and to help streamline operations and efficient responses, it is recommended that MOFA HQ share GANP manuals with Japan's overseas establishments, as well as coordinate the adoption policies on a yearly basis. Specifically, it is recommended that measures should be considered such as sharing relevant parts of the manuals currently prepared and distributed for the officials of the Non-Governmental Organizations Cooperation Division of MOFA with the staff of Japan's overseas establishments, sharing the general adoption policies (draft) for each fiscal year between the Non-Governmental Organizations Cooperation Division and Japan's overseas establishments in order to provide consistent advice in consultations about the application from NGOs, and compiling and publicizing common questions from NGOs and Japan's overseas establishments to the Non-Governmental Organizations Cooperation Division and providing standard answers from the Non-Governmental Organizations Cooperation Division.

[Address] Non-Governmental Organizations Cooperation Division of MOFA [Target Period] Short-Term [Basis] 3-1-3-1(4), 3-1-3-2(1), 3-1-3-3

4-2-2 Streamlining Operations of the GANP by Simplifying Procedures, etc.

In the evaluation on the appropriateness of the processes, it was confirmed that the series of GANP procedures were appropriately implemented in accordance with the "GANP Application Procedure," but it became clear that the complexity of the procedures was a burden for both NGOs and MOFA. As the number of projects funded by the GANP and the amount of budgets have increased, MOFA's operations are increasing. Thus, it is recommended to consider following measures: 1) contracts for multi-year projects are to be multi-year contracts rather than signing every year; 2) procedures for changes during project implementation are to be simplified; 3) part of the operations is to be outsourced; 4) the number of projects funded by the scheme in the country or region is to be adjusted to be suitable for the current number of staff or assign external staff member who is commissioned tasks related to GANP according to the number of projects; and 5) recommendations of the existing reports are to be reviewed to analyze the factors that can be simplified and the factors that promote and hinder the projects, and to consider measures such as making use of the analysis results in consultations about the application and screening of applications.

[Address] Non-Governmental Organizations Cooperation Division of MOFA [Target Period] Short-Term [Basis] 3-1-3-1(4), 3-1-3-2(1), 3-1-3-3

4-3 Recommendations for NGOs

4-3-1 Role of an “Japanese Ambassador” to Convey Japan's ODA Philosophy and of a “Social Change Agent” to Catalyze Social Change

As a result of the evaluation on the Effectiveness of Results, it became clear that NGOs were busy implementing projects and that other activities such as exchanges with NGOs in other countries on the ground were not sufficiently carried out. NGOs operating using GANP are expected to play a role as "Japanese Ambassadors" to convey Japan's assistance philosophy in local communities, while also playing a role as "Social Change Agents" that catalyze social change. The evaluation team hopes that NGOs will be aware of that responsibility and take action.

[Address] NGO [Target Period] Medium-to Long-Term [Basis] 3-1-2-2 ③

4-3-2 Review of Self-reliance Development Strategies for Graduation from GANP

As a result of the evaluation on the Effectiveness of Results, many NGOs have implemented the project funded by GANP as the main pillars of their organizations. NGOs that use GANP should use it to strengthen their organizational structure and foster human resources. In contrast, NGOs should have strategies to determine how they can become independent and graduate from GANP at the planning and implementing stage of the project funded by GANP.

[Address] NGO [Target Period] Medium-to Long-Term [Basis] 3-1-2-2 ②

4-3-3 Intellectual Contribution to the Global NGOs Through Demonstration Experiments

The evaluation results on the Effectiveness of Results show that the projects funded by GANP have been effective as “a point,” but has limited expansion in terms of as “a whole” (a surface). Some NGOs have implemented innovative initiatives (innovations). As one of the approaches to overcoming such limitations, more effort should be devoted to rigorously evaluating the impact of such innovations (demonstrations) and to provide knowledge to all NGOs around the world.

[Address] NGO [Target Period] Medium-to Long-Term [Basis Location] 3-1-2,