

Third Party Evaluation Report FY 2022
Ministry of Foreign Affairs of Japan

Review of Japan's ODA Evaluations from FY 2015 to FY 2021

November 2022

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Preface

This report is a Review of Japan's Official Development Assistance (ODA) Evaluations from the fiscal year (FY) 2015 to FY 2021 and was commissioned to the International Development Center of Japan Inc. (IDCJ), by the Ministry of Foreign Affairs of Japan (MOFA) in FY 2022.

Since its commencement in 1954, Japan's ODA has contributed to the development of partner countries while tackling global issues. Today, the international community acknowledges the necessity to improve the effectiveness and efficiency of ODA. MOFA regularly conducts ODA evaluations, of which most are conducted at the policy-level with two main objectives: to improve the management of ODA, and to ensure its accountability. These evaluations are commissioned to external third parties to enhance transparency and objectivity.

The objective of this Evaluation was to review Japan's ODA evaluations conducted by MOFA from FY 2015 to FY 2021, at the policy level. The Evaluation Team reviewed the ODA evaluations from the perspective of the Development Cooperation Charter and classified the recommendations and lessons learned from them. They were used to develop recommendations for the planning and implementation of ODA policies in the coming years. For accountability purposes, the results in their entirety, are available to the general public.

The Evaluation Team in charge of this study consisted of a chief evaluator (Izumi Ohno, Professor, National Graduate Institute for Policy Studies) and IDCJ. The entire evaluation process was supervised by Professor Ohno. In addition, to complete this study, we have received support from MOFA, the Japan International Cooperation Agency (JICA), and other related organizations. 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 necessarily reflect the views or positions of the Government of Japan.

November 2022

International Development Center of Japan Inc.

Note: This English version is a translation of the Japanese Evaluation Report of Review of Japan's ODA Evaluations from FY 2015 to FY 2021.

Review of Japan's ODA Evaluations from FY 2015 to FY 2021 (Brief Summary)

Evaluators (Evaluation Team)

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- Evaluation Study Period: August 2022–November 2022

Background, Objectives, and Scope of the Review

The purpose of this review is to provide recommendations for future ODA policies, issues to be considered for their implementation, and new perspectives to be included. This review was conducted in line with the main items of the Development Cooperation Charter, with the scope of including the third-party policy-level ODA evaluations conducted by MOFA from FY 2015 to FY 2021, as well as the FY 2014 evaluation reports and JICA ex-post evaluation reports (for projects implemented in FY 2015 and later). In addition, supplementary information from the White Papers on Development Cooperation, Diplomatic Bluebooks, and other sources was reviewed, and opinions solicited from experts.

Brief Summary of the Evaluation Results

(1) Trends and Characteristics of Japan's Development Cooperation

Trends in Japan's ODA were analyzed taking 2015 as the baseline year. Japan's ODA has responded to international situations and global challenges by changing the allocation of the limited financial resources to different sectors and regions, without any significant budget increase. The "partnerships" emphasized in the Development Cooperation Charter (2015) have been strengthened since the revision of the Charter, as evidenced by the trends of the Grant Assistance for Japanese NGO Projects and collaboration with international organizations. Furthermore, considering the increase in the flow of non-ODA funds to developing countries, the partnership between ODA and the private sector continues to be important.

(2) Review of ODA Evaluation Reports using the Development Cooperation Charter (2015) as the Reference Criteria

A meta-evaluation of the 59 ODA evaluation reports for FYs 2014–2021 was conducted from the perspective of ODA evaluation, according to the items of the Development Cooperation Charter. Overall, a high degree of consistency was found for "Relevance of Policies," positive effects for "Effectiveness of Results," and "Appropriateness of Processes" was generally evaluated to have been properly implemented. There was also considerable mention of "diplomatic importance" and "diplomatic impact." However, when looking at the individual evaluation results for each of the items of the Development Cooperation Charter, not all items were necessarily rated highly.

(3) Classification of the Recommendations and Lessons Learned from the ODA Evaluation Reports

A total of 285 recommendations and lessons learned were extracted from the 59 ODA evaluation reports. They were reviewed on the basis of the items listed in the Development Cooperation Charter and classified into sub-categories used in the previous study.* These results were compared with the results of the "Review of Japan's ODA Evaluations from FY 2003 to 2013."

In the review based on the Development Cooperation Charter, the top three items in terms of the number of recommendations and lessons learned were: “A more strategic approach” under “Implementation Principles”; “Principles for effective and efficient development cooperation [other than (a) to (c)]” under “Implementation Principles”; and “‘Quality growth’ and poverty eradication through such growth” under “Priority Issues.” In addition, combining the number of multiple items related to “cooperation with various funds and actors,” the total number of recommendations and lessons learned was equivalent to the second rank overall.

* FY 2020 MOFA ODA Evaluation “Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies.”

(4) Issues and Perspectives to be Considered in the Formulation and Implementation of Future Development Cooperation Policies

The main points to be considered are “strategic” cooperation and “national interest.” It is necessary to consider “strategic” cooperation in two dimensions: “strategic,” in terms of enhancing development effectiveness, and from the perspective of national and diplomatic strategies such as the National Security Strategy and “Free and Open Indo-Pacific (FOIP).” In development cooperation, “national interests” are to be considered in a broader sense, and it is necessary to reach a national consensus on the expansion of the scope of development cooperation as well as the principles of its implementation. If Japan is to use its ODA budget to actively engage in specific fields, public understanding is essential. So, it is important to constantly disseminate public information and monitoring and evaluation results in an easy-to-understand manner.

Recommendations

(1) Recommendations on the Development Cooperation Charter

(a) Clarification of “strategic” cooperation in the Development Cooperation Charter

The relationship between the Charter and national strategies should be clarified, while paying attention to a longer-term, global perspective of the sustainable development of developing countries. In addition, the policy of cooperation for non-military purposes should be adhered to and the acceptable scope of assistance and implementation principles should be clarified, as well as the partnership policy with international organizations, other donors, emerging donors, NGOs, etc. If the needs for assistance that involves military personnel further expands, the creation of an international cooperation mechanism under a non-ODA framework should be considered.

(b) Strengthening coherence and focus on the structure and content of the Charter

Some issues of the current Development Cooperation Charter are that the relationship between the objectives, principles, and implementation considerations is not always clear; and the areas of assistance listed under the three priority issues are too detailed. The contents and structure should be made clearer and easier to understand, for example, by separately describing the items to be considered in all cooperation and those that should be given greater or lesser weight depending on the project so that the goals of the Charter can be easily reflected in individual cooperation. In addition, the text should be plainer and easier to understand to ensure public participation and consensus.

(c) “Implementation Principles” and “Implementation Arrangements”

Among the items mentioned in “Implementation Principles” and “Implementation Arrangements,” “proactive contribution to international discussions,” “principles for securing the

appropriateness of development cooperation,” “strengthening partnerships,” and “strengthening the foundations for implementation” remain important. Regarding cooperation with the involvement of military personnel etc., continuous efforts should be made to confirm compliance with implementation principles in a transparent manner.

(2) Recommendations for development cooperation policies and their implementation

(a) Reinforcing the strategic aspects of development cooperation implementation

“Strategic” cooperation to enhance development effectiveness remains important. In addition to prioritization, efforts should be made for Japan to become a preferred partner, by reaffirming the nation’s strengths, such as support to self-help efforts with exit strategies, support to policy and institutional aspects and infrastructure operations, and mobilization of human resources who are familiar with Japan and its approach.

(b) Continuing efforts to strengthen the implementation arrangements

In formulating and implementing individual development cooperation policies, the recommendations and lessons learned with regard to “strengthening collaboration with other actors,” “monitoring and evaluation,” and “public relations” in ODA evaluation reports should be taken into account in all policies. In addition, recommendations and lessons learned on multi-country and regional cooperation, assistance to conflict-affected countries, disaster relief, and individual sectors should be referenced in the relevant policies.

(c) Establishment of Outcome Indicators

Presenting numerical indicators will help clarify strategies and priorities, is one of the means of communicating the achievements of development cooperation to the public in an easy-to-understand manner and can help build public consensus. Therefore, Japan should set outcome indicators at the implementation level for the targets it is working on and visualize their status of achievement.

(3) Recommendations on ODA Evaluation Methodology

(a) Strengthening the link between policy-level ODA evaluation and the Development Cooperation Charter

It is important to: 1) select evaluation themes that stress their relationship with the Charter; 2) consider the timing of the ODA evaluation review so that the pros and cons of revising the Charter and items to be considered can be fully identified; 3) review the achievements of results in the ODA evaluation, especially for priority policies described in the Charter; and 4) revise the evaluation perspective by linking it with the “Implementation Principles” and “Implementation Arrangements” described in the Charter.

(b) Clarification of the process leading to the evaluation results

The manner of describing the process and results of the evaluation work varies, and many reports do not have clear descriptions. The transparency of evaluation results would be enhanced if the process and results of the rating, weightage, and overall judgment for each factor to be considered are described in the evaluation report.

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Chapter 1: Background, Objectives, and Scope of the Review

1 Background and Objectives of the Review

There have been domestic and international calls for the high quality, effective and efficient implementation of Japan's Official Development Assistance (ODA) as the main pillar of the nation's contribution to the international community. In response, the Ministry of Foreign Affairs of Japan (MOFA) has been striving to further enhance Japan's ODA through ODA evaluations since 1981. These policy-level evaluations have derived wide-ranging recommendations and lessons learned. A periodic review of them is highly effective so that the recommendations and lessons learned can be effectively utilized for Japan's ODA in the future.

In this context, MOFA conducted the "Review of Japan's ODA Evaluations from FY 2003 to 2013" in FY 2014 (hereinafter referred to as the "2014 Review"). Covering ODA evaluations conducted by MOFA over the past ten years (FY 2003–FY 2013) (policy-level evaluation: country assistance evaluations and thematic evaluations), the 2014 Review categorized and systematized the evaluation results and recommendations/lessons learned in the reports of ODA evaluations, and conducted a review from the perspective of Japan's ODA Charter. As a result, the 2014 Review presented recommendations on the revision of Japan's ODA Charter as well as MOFA's consideration of the challenges and direction for future ODA evaluations. The results of the 2014 Review were utilized in the preparation of the Development Cooperation Charter approved by the Cabinet in 2015.

Since the establishment of the Development Cooperation Charter (2015), there has been progress in addressing global issues through international cooperation, including the adoption of the Sustainable Development Goals (SDGs) and the Paris Agreement on climate change. In addition, the internal and external environment has drastically changed with Russia's invasion of Ukraine, the hegemonic rise of China, and the COVID-19 pandemic. In light of these major changes, there is a need to review the nature of development cooperation to fit into the current situation, and implement it in even more effective and strategic ways.

With the above background, the objectives of this review are as follows:

- (1) To review the results of ODA evaluations in the past, mainly targeting the third-party policy-level ODA evaluations conducted by MOFA from FY 2015 to FY 2021. The review shall be conducted in line with the items of the Development Cooperation Charter to confirm the consistency of ODA policies and implementation with the Charter, the status of achievement, etc.
- (2) Based on the analysis in (1) above, to provide recommendations on future ODA policies and matters to be considered in their implementation, as well as new viewpoints.

2 Scope of the Review

Based on discussions at the first consultation meeting, it was decided to add the ODA evaluations conducted in FY 2014, which was not included in the 2014 Review, to the initial scope of this review (targeting the third-party policy-level ODA evaluations conducted by MOFA from FY 2015 to FY 2021). Therefore, 40 policy-level evaluation reports were reviewed, consisting of 22 country assistance evaluations and 18 thematic/cooperation modality evaluation reports. Table 1-1 lists these subject evaluations, and Table 1-2 shows the classification of the evaluations by region.

Table 1-1 List of Subject Evaluations of the Review

No	Name of Evaluation Report	FY	No	Name of Evaluation Report	FY
Country Assistance Evaluation (22 reports)					
1	Evaluation of Japan's Assistance for the Mekong Region (Thailand, Cambodia, Vietnam, Laos, and Myanmar)	2014	12	Cambodia	2017
2	Pakistan	2014	13	Angola	2018
3	Kenya	2014	14	Indonesia	2018
4	Vietnam	2015	15	Costa Rica and Nicaragua	2018
5	Evaluation of Japan's Assistance for Pacific Island Countries (overview of 14 countries)	2015	16	Philippines	2019
6	Evaluation of Assistance for the South Caucasus (Azerbaijan, Georgia, Armenia)	2015	17	Brazil	2020
7	Morocco	2015	18	Mongolia	2020
8	Tanzania	2016	19	Rwanda	2020
9	Paraguay	2016	20	Timor-Leste	2021
10	India	2017	21	Peru	2021
11	Uganda	2017	22	Malawi	2021
Thematic/Cooperation Modality Evaluation (18 reports)					
23	Evaluation of Cooperation for Legal and Judicial Reform				2014
24	Evaluation of Humanitarian Assistance in Case of Emergency				2014
25	Evaluation of Japan's Contribution to the Achievement of the MDGs in the Health Sector				2014
26	Review of Grant Aid for Countries with Relatively High Income				2014
27	Evaluation of the JICA Partnership Program				2014
28	Evaluation of Japan's Contribution to the Achievement of the MDGs in Environmental Sector				2015
29	Evaluation on Japan's Education Cooperation Policy 2011-2015				2015
30	Evaluation of Debt Cancellation				2015
31	Evaluation of Japan's Assistance in the Pollution Control Field				2016
32	Evaluation of Grant Aid for Promotion of Japanese Standards				2016
33	Evaluation of Assistance in the Industrial Human Resources Development Sector in Thailand				2016
34	Evaluation of JICA Volunteer Program				2017
35	Evaluation of Japan's ODA to Africa through the TICAD Process for the Past 10 Years				2017
36	Evaluation on Japan's Assistance to Connectivity in the Mekong Region with a Focus on the Southern Economic Corridor				2017
37	Evaluation of Grant Assistance for Japanese NGO Projects				2019
38	Evaluation of Japan's ODA for Women's Empowerment				2019
39	Evaluation of the SATREPS Program (Science and Technology Research Partnership for Sustainable Development)				2019
40	Evaluation on Japan's Education Cooperation Policy 2015-2020				2021

Source: Prepared by the Evaluation Team.

Table 1-2 Classification of Country Assistance Evaluations by Region

Region	Number of subject Countries/Regions (Number of Reports)	Subject Country/Area in Country Assistance Evaluation
East Asia	6 countries & 1 region (7 reports)	Mekong region (2014), Vietnam (2015), Cambodia (2017), Indonesia (2018), Philippines (2019), Mongolia (2020), Timor-Leste (2021)
South Asia	2 countries (2 reports)	Pakistan (2014), India (2017)
Central Asia & the Caucasus	3 countries (1 report)	Azerbaijan, Georgia, Armenia (Caucasus countries) (2015)
Middle East & North Africa	1 country (1 report)	Morocco (2015)
Sub-Saharan Africa	6 countries & 1 region (7 reports)	Kenya (2014), Tanzania (2016), Uganda (2017), Angola (2018), Rwanda (2020), Malawi (2021), Evaluation of Japan's ODA to Africa through the TICAD Process for the Past 10 Years (2017)
Latin America	5 countries (4 reports)	Paraguay (2016), Costa Rica and Nicaragua (2018), Brazil (2020), Peru (2021)
Pacific	1 region (1 report)	Pacific Island Countries (overview of 14 countries) (2015)
Total	23 countries/3 regions (23 reports)	

Note: Although 22 country assistance evaluation reports are covered in this review, one thematic evaluation targeting a specific region (“Evaluation of Japan’s ODA to Africa through the TICAD Process for the Past 10 Years”) was added to the list, bringing the total number of reports to 23. In some cases, more than one country is covered in a single report, so the total number of countries and regions is 23 and 3, respectively.

Source: Prepared by the Evaluation Team by using the MOFA ODA Website.

The 17 thematic/cooperation modality evaluations are categorized according to the priority issues of the Development Cooperation Charter as follows: eight reports on “‘Quality growth’ and poverty eradication through such growth” (one report each on poverty eradication, development of industrial infrastructure/industries, promotion of science/technology/innovation, vocational training and industrial human resources development, health care, empowerment of women, and two reports on education); two reports on “Sharing universal values and realizing a peaceful and secure society”; two reports on “Building a sustainable and resilient international community through efforts to address global challenges” (all on the environment); and five reports on “Others” (including three reports on partnership with the civil society). In terms of regions, the reports related to South Asia, Central Asia/the Caucasus and Middle East are limited.

Considering the above situation, 19 reports of ex-post evaluations conducted by JICA after FY 2015—the fiscal year following the formulation of the Development Cooperation Charter—were also added to the scope of this review. As a result, the balance among the priority issues has been improved to some extent, with 23 reports being on “‘Quality growth’ and poverty eradication through such growth,” three reports on “Sharing universal values and realizing a peaceful and secure society,” five on “Building a sustainable and resilient international community through efforts to address global challenges,” and five on “Others.” Table 1-3 list the reports of MOFA’s thematic/cooperation modality evaluations and JICA’s ex-post evaluations according to the Charter’s priority issues.

**Table 1-3 Classification of Thematic/Cooperation Modality Evaluations
and JICA Ex-post Evaluations by Sector**

Priority issue	Sector	Thematic /cooperation modality evaluation	JICA ex-post evaluation
“Quality growth” and poverty eradication through such growth	-	<ul style="list-style-type: none"> ● Evaluation of Debt Cancellation (Iraq and Myanmar) (2015) 	
	Development of industrial infrastructure and industries ^{Note2}	<ul style="list-style-type: none"> ● Evaluation on Japan's Assistance to Connectivity in the Mekong Region with a Focus on the Southern Economic Corridor (Thailand, Cambodia, and Vietnam) (2017) 	<ul style="list-style-type: none"> ● The Project on the Corridor Development for West Africa Growth Ring Master Plan (2020) ● Ukraine, “Project for Creation of a National Geospatial Data Infrastructure of Ukraine” (2020) ● Pakistan, “Electricity Sector Reform Program (II)” (2017) ● Jordan, “Financial Sector, Business Environment and Public Service Reform Development Policy Loan” (2020) ● Jordan, “Fiscal and Public Service Reform and Development Policy Loan” (2017) ● Sierra Leone, “The Project for Urgent Improvement of Power Distribution System in Freetown (Phase2)” (2020) ● Djibouti, “Project for the Study on Lae-Nadzab Urban Development Plan” (2020)
	Sustainable cities		<ul style="list-style-type: none"> ● Papua New Guinea, “Rey-Nazab Urban Development Planning Project” (2019) ● Nicaragua, “Project for Urban Development Master Plan for Managua City” (2020)
	Introduction of information and communications technology (ICT) and high technology		
	Promotion of science technology and innovation	<ul style="list-style-type: none"> ● Evaluation of the SATREPS Program (Science and Technology Research Partnership for Sustainable Development) (Thailand and South Africa) (2019) 	
	Research and development		
	Economic policy		
	Vocational training and industrial human resources development	<ul style="list-style-type: none"> ● Evaluation of Assistance in the Industrial Human Resources Development Sector in Thailand (2016) 	
	Employment creation		
	Promotion of agriculture, forestry and fisheries		<ul style="list-style-type: none"> ● Sudan, “Capacity Development Project for Irrigation Scheme Management in River Nile State” (2020) ● Vietnam, “Coffee Value Chain Enhancement Project” (2020) ● Bhutan, “The Project for Improvement of Machinery and Equipment for Construction of Rural Agricultural Road (Phase 3)” (2020)
	Health care	<ul style="list-style-type: none"> ● Evaluation of Japan's Contribution to the Achievement of the MDGs in the Health Sector (2014) 	<ul style="list-style-type: none"> ● Cambodia, “Emergency Life Saving Center Development Project” (2020) ● Uzbekistan, “The Project for Improvement of Equipment of Navoi Regional Multidisciplinary Medical Center” (2020)
	Safe water and sanitation		<ul style="list-style-type: none"> ● Pakistan, “Project for Energy Saving in Water Supply System Lahore” (2020)
	Food and nutrition		
	Quality education for all	<ul style="list-style-type: none"> ● Evaluation on Japan's Education Cooperation Policy 2011-2015 (Senegal) (2015) ● Evaluation on Japan's Education Cooperation Policy 2015-2020 (El Salvador and Madagascar) (2021) 	
	Disparity reduction		
	Empowerment of women	<ul style="list-style-type: none"> ● Evaluation of Japan's ODA for Women's Empowerment (Kyrgyzstan and Kenya) (2019) 	

	Culture and sports		
Sharing universal values and realizing a peaceful and secure society	Development of legal and judicial systems	● Evaluation of Cooperation for Legal and Judicial Reform (2014)	
	Development of economic and social systems		
	Governance		
	Development of a democratic political structure		
	Democratization		
	Peacebuilding		● Cambodia, "The Project for Improvement of Equipment for Demining Activities (Phase 7)" (2020)
	Disaster relief	● Evaluation of Humanitarian Assistance in Case of Emergency (2014)	
	Capacity building of law enforcement authorities		
	Capacity building in relation to global commons		
Building a sustainable and resilient international community through efforts to address global challenges	Actions against climate change		● Vietnam, "The Support Program to Respond to Climate Change (VI)" (2019) ● Vietnam, "The Support Program to Respond to Climate Change (VII)" (2019)
	Infectious diseases control		
	Promotion of universal health coverage		
	Mainstreaming disaster risk reduction		
	Disaster risk reduction and post-disaster recovery measures		
	Conservation of biodiversity and sustainable use of resources from forests, forests, farmlands, and oceans		
	Promotion of a sound water cycle		
	Environment	● Evaluation of Japan's Contribution to the Achievement of the MDGs in Environmental Sector (Indonesia and Cambodia) (2015) ● Evaluation of Japan's Assistance in the Pollution Control Field (Mongolia) (2016)	
	Responses to demographic challenges including an aging population		
	Food security and nutrition		
	Sustainable access to resources and energy		● Mongolia, "Tsetsi Wind Farm Project" (2018)
	Closing the digital divide		
Cross-disciplinary policy	Partnership with the civil society	● Evaluation of JICA Volunteer Program (Nicaragua and Brazil) (2017) ● Evaluation of Grant Assistance for Japanese NGO Projects (Laos and Myanmar) (2019) ● Evaluation of the JICA Partnership Program (2014)	
	-	● Evaluation of Grant Aid for Promotion of Japanese Standards (Jordan and Sri Lanka) (2016) ● Review of Grant Aid for Countries with Relatively High Income (2014)	

Note 1: Figures in parenthesis indicate the fiscal year in which the evaluation took place and the case study countries.

Note 2: Since there is no corresponding field, two reports of JICA ex-post evaluations about development policy loans in Jordan were classified in the “Development of industrial infrastructure and industries” sector, which includes “finance.” Similarly, the power supply projects in Pakistan and Sierra Leone were classified in the same sector, which includes infrastructure support in general, because the project content is considered unlikely to be linked to “Sustainable access to resources and energy.”

Source: Prepared by the Evaluation Team.

3 Implementation Procedure of the Review

This review was conducted from August 2022 to November 2022. During this period, the Evaluation Team held three consultation meetings with staff members of MOFA and JICA. The implementation procedure of this review is as follows.

(1) Formulation of the review implementation plan

The Evaluation Team prepared a draft of review implementation plan that including the objectives, scope, analytical framework, and work schedule of the review. The plan was reported at the first consultation meeting and was agreed upon by all the concerned parties.

(2) Review and analysis

The Evaluation Team reviewed the subject ODA evaluation reports based on the above plan. In addition, to counter the imbalance of issues covered by the evaluation reports in terms of the items of the Development Cooperation Charter, the MOFA Policy Evaluation Reports, White Papers on Development Cooperation, Diplomatic Bluebooks, etc. were also referred to. The JICA ex-post evaluation reports were also added to the target of the analysis. Furthermore, the progress of the work was reported and discussed among the parties concerned during the second consultation meeting.

(3) Report Preparation

The report was finalized based on the results of the analysis and discussions of the parties involved in the third (and final) consultation meeting.

4 Methodology of the Review

The review involved (1) Understanding the trends and characteristics of Japan’s development cooperation (Chapter 2); (2) Reviewing the ODA evaluation reports using the Development Cooperation Charter as the reference criteria (Chapter 3); (3) Classifying the recommendations and lessons learned from the ODA evaluation reports (Chapter 4); and (4) Considering the opinions of experts to review the Development Cooperation Charter, on the aspects to consider when formulating and implementing future development cooperation policies, and the new perspectives to be included (Chapter 5). Based on these analyses, Chapter 6 summarizes recommendations for improving future development cooperation policies and ODA evaluations. Due to space limitations, examples of the recommendations and lessons learned from the analysis in Chapter 4 are provided in the Appendix (available in Japanese only), which is considered particularly useful

for future ODA policy formulation and implementation. The details of each work are described as follows.

(1) Trends and characteristics of Japan's development cooperation (Chapter 2)

This Chapter analyzed Japan's development cooperation trends and its major changes before (2010–2015) and after (2016–2020/2021) the establishment of Development Cooperation Charter, following the summary of the contents of Japan's ODA Charter (2003) and the Development Cooperation Charter (2015).

(2) Review of ODA evaluation reports using the Development Cooperation Charter as the reference criteria (Chapter 3)

The 59 ODA evaluation reports were reviewed from the perspectives of Relevance of Policies, Effectiveness of Results, Appropriateness of Processes, diplomatic importance, diplomatic impact, and recommendations and lessons learned, based on the items—six major items and 42 items—in the Development Cooperation Charter (See Table 1-5 for a comparison of items in the Development Cooperation Charter and items analyzed in the ODA Evaluation Reports). The current ODA evaluation report provides four rating grades—highly satisfactory, satisfactory, partially satisfactory, and unsatisfactory—from a development viewpoint. However, it does not provide a rating from the perspective of the Development Cooperation Charter. Therefore, in this review, while referring to the existing ratings presented in the ODA evaluation reports, the Evaluation Team re-rated them from the Charter's perspectives based on the text of the reports.

Among the items in Table 1-5, the following: “A. Principles for effective and efficient development cooperation” and “B. Principles for securing the appropriateness of development cooperation” under “Implementation/Implementation Principles;” and “B. Strengthening partnership” and “C. Strengthening the foundations for implementation” under “Implementation/Implementation Arrangements,” do not include an explanation of their content in the Development Cooperation Charter. Thus, the Evaluation Team has rated them based on how they can be judged when the covered detailed items are considered collectively.

The ratings for each evaluation perspective are shown in Table 1-4. In addition, based on the results of the analysis above, for those items of the Development Cooperation Charter that had few descriptions within the subject ODA evaluation reports, the Evaluation Team reviewed the relevant sections of the MOFA Policy Evaluation Reports, White Papers on Development Cooperation, Diplomatic Bluebooks, and other documents published from FY 2015 to FY 2021, in order to supplement the information on the efforts and achievements of Japan's ODA in

those areas.

Table 1-4 Ratings by Evaluation Criteria

Evaluation Criteria	Rating				
Relevance of Policies	Highly satisfactory	Satisfactory	Partially satisfactory	Unsatisfactory	Not available / Unable to judge
Effectiveness of Results	Highly satisfactory	Satisfactory	Partially satisfactory	Unsatisfactory	Not available / Unable to judge
Appropriateness of Processes	Highly satisfactory	Satisfactory	Partially satisfactory	Unsatisfactory	Not available / Unable to judge
Diplomatic importance	Mentioned	Not mentioned/ Unable to judge			
Diplomatic impact	Mentioned	Not mentioned/ Unable to judge			
Recommendations and Lessons Learned	Mentioned	Not mentioned/ Unable to judge			

Source: Prepared by the Evaluation Team.

Table 1-5 Comparison of Items in the Development Cooperation Charter and Items Analyzed in the ODA Evaluation Reports

Items of the Development Cooperation Charter		Relevance of Policies	Results	Effectiveness of Processes	Appropriateness of Importance	Diplomatic Impact	Recommendations and Lessons Learned
Objectives							
To play a more proactive role for the peace, stability and prosperity of the international community		○	○		○	○	○
Ensuring Japan's national interests (maintaining its peace and security, achieving further prosperity, realizing an international environment that provides stability, transparency and predictability, and maintaining and protecting an international order)		○	○		○	○	○
To serve as a catalyst for mobilizing a wide range of resources in cooperation with various funds and actors and, as an engine for various activities aimed at securing peace, stability and prosperity of the international community		○	○	○	○	○	○
Philosophy / Basic policies							
A	Contributing to peace and prosperity through cooperation for non-military purposes	○	○		○	○	○
B	Promoting human security	○	○		○	○	○
C	Cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan's experience and expertise	○	○		○	○	○
Priority policies / Priority issues							
A	"Quality growth" and poverty eradication through such growth	○	○		○	○	○
B	Sharing universal values and realizing a peaceful and secure society	○	○		○	○	○
C	Building a sustainable and resilient international community through efforts to address global challenges	○	○		○	○	○
Priority policies / Priority policy issues by region							
Asia region: Cooperation based on the recognition that the region has a close relationship with Japan and high relevance to its security and prosperity		○	○		○	○	○
ASEAN region: focus on the development of both physical and non-physical infrastructure including that which is needed for strengthening connectivity, support the establishment of the ASEAN Community as well as the comprehensive and sustained development of ASEAN as a whole		○	○		○	○	○
South Asia region: cooperation for building the foundations for economic development through growth, cooperation on basic human needs, and on socio-economic infrastructure development for narrowing the gap between the rich and the poor		○	○		○	○	○
Central Asia and the Caucasus region: support nation-building and regional cooperation for the long-term stability and sustainable development of the region and its neighboring regions		○	○		○	○	○
Africa region: provide assistance through joint efforts of the public and the private sector through the process of the Tokyo International Conference on African Development (TICAD), assistance from the perspective of human security		○	○		○	○	○
Middle East region: provide necessary assistance with a view to proactively contributing to the peace and stability of the region and to the coexistence and mutual prosperity of Japan and the Middle East		○	○		○	○	○
Central and Eastern Europe region: support the moves toward the integration of Europe, which shares universal values such as freedom, democracy, respect for basic human rights and the rule of law, by providing assistance necessary to this end		○	○		○	○	○
Latin America region: provide assistance to foster an environment more conducive to economic development through trade and investment among others, and to extend necessary cooperation against a backdrop of internal disparities		○	○		○	○	○
Small island countries in Oceania, the Caribbean and other regions: provide assistance based on individual development needs while bearing in mind the peculiarities of small island countries, including the challenge of coping with the effects of global environmental problems		○	○		○	○	○
Implementation / Implementation principles							
A	Principles for effective and efficient development cooperation	○			○		○
(a)	A more strategic approach	○			○		○
(b)	Cooperation that take s advantage of Japan's strengths	○			○		○
(c)	Proactive contribution to international discussions	○			○		○
B	Principles for securing the appropriateness of development cooperation				○		○
(a)	Situation regarding consolidation of democratization, the rule of law and the protection of basic human rights				○		○
(b)	Avoidance of any use of development cooperation for military purposes or for aggravation of international conflicts				○		○
(c)	Situation regarding military expenditures, development and production of weapons of mass destruction and missiles, export and import of arms etc.				○		○
(d)	Impact of development on the environment and climate change				○		○
(e)	Ensuring equity and consideration to the socially vulnerable				○		○
(f)	Promoting women's participation				○		○
(g)	Preventing fraud and corruption				○		○
(h)	Security and safety of development cooperation personnel				○		○
Implementation / Implementation arrangements							
A	Improvement of the implementation architecture of the government and the implementing agencies				○		○
B	Strengthening partnerships	○			○		○
(a)	Public private partnerships and partnerships with local governments				○		○
(b)	Coordination in emergency humanitarian assistance and international peace cooperation				○		○
(c)	Partnerships with international, regional and sub regional organizations				○		○
(d)	Partnerships with donors, emerging countries and other actors				○		○
(e)	Partnerships with the civil society				○		○
C	Strengthening the foundations for implementation				○		○
(a)	Information disclosure and promoting understanding of the public and the international community				○	○	○
(b)	Promoting development education				○		○
(c)	Developing human resources and solidifying the intellectual foundations for development cooperation				○		○

Source: Prepared by the Evaluation Team based on MOFA's "Development Cooperation Charter" (2015).

(3) Classification of the recommendations and lessons learned from the ODA evaluation reports (Chapter 4)

Out of the 320 recommendations and lessons learned extracted from 59 ODA evaluation reports, 285 were analyzed, excluding 35 that were categorized as “lessons learned on individual projects” from the JICA ex-post evaluation reports. First, as in Chapter 3, the Evaluation Team classified those recommendations and lessons learned based on the items of the Development Cooperation Charter and analyzed their ratio and number per item. The result was compared with that of the 2014 Review and the differences/changes in the content of recommendations and lessons learned were discussed. Next, the Evaluation Team classified a total of 285 recommendations and lessons learned based on the five categories and 24 sub-categories presented in the MOFA’s ODA Evaluation “Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies” conducted in FY 2020. The results are compared with those of the 2014 Review and the differences/changes are discussed in the same manner.

(4) Review of the Development Cooperation Charter and issues to be considered in the formulation and implementation of future development cooperation policies -- Summary of expert opinions (Chapter 5)

In order to gain new viewpoints for future revision of the Development Cooperation Charter, the Evaluation Team interviewed the members of the former Advisory Panel on the Review of the ODA Charter and the Development Project Accountability Committee. This was done by sending questionnaires and setting up some interview meetings. The interviewees were asked about their evaluation of the implementation and operation of the Development Cooperation Charter, expectations and opinions on the relationship between the ODA policy-level evaluation and the Charter, and points to be considered in the next revision.

5 Limitations of the Review

This review was a meta-evaluation conducted through a review of ODA evaluation reports, and all analytical work was based on the information provided in them. Some items of the Development Cooperation Charter were analyzed in some reports and not in others, which limited the ability to conduct a cross-sectional analysis. In addition, the shorter time period and limited number of ODA evaluation reports covered in this review compared to the 2014 Review, resulted in the imbalance of regions and fields. As previously mentioned earlier, an overall balance of sectors and regions was adjusted, to some extent, by adding 19 JICA ex-post evaluations to the initial 40 MOFA policy-level ODA evaluation reports for review. In addition, for items for which the number of cases corresponding to ratings was relatively small, the Evaluation Team attempted to supplement the information with

materials such as MOFA Policy Evaluation Reports, White Papers on Development Cooperation, and Diplomatic Bluebooks published from FY 2015 to FY 2021, as previously mentioned.

6 Review Implementation Structure

The review was conducted by an evaluation team consisting of the chief evaluator and consultants. The members of the Evaluation Team are as follows.

Chief Evaluator: Izumi Ohno, Professor,
National Graduate Institute for Policy Studies

Consultant: Hiromitsu Muta (Chief Researcher, IDCJ)
Mimi Sheikh (Senior Researcher, IDCJ)
Mana Takasugi (Senior Researcher, IDCJ)
Mana Jingushi (Researcher, IDCJ)

Chapter 2: Trends and Characteristics of Japan's Development Cooperation

This chapter reviews the content of the Development Cooperation Charter (approved by the Japanese Cabinet in February 2015, hereinafter referred to as the Development Cooperation Charter [2015]), the subject of this review, in comparison with the Official Development Assistance (ODA) Charter (approved by the Cabinet in August 2003, and hereinafter referred to as the ODA Charter [2003]). The following is an overview of trends and major changes in Japan's development cooperation before (2010–2015) and after (2016–2020/2021) the establishment of Development Cooperation Charter in 2015.

1 Outline of the Development Cooperation Charter (2015)

In formulating the Development Cooperation Charter (2015), the subject of this review, the new international environment of increasing challenges and risks associated with globalization, diversification among developing countries, increasing complexity of development challenges due to multipolarity, emerging countries' growing presence as new donors in development cooperation, and private funds flowing into developing countries, were considered. In June 2013, the Japan Revitalization Strategy was formulated, followed by the establishment of the National Security Council, which, in turn, led to the formulation of the National Security Strategy, both in December 2013. Amid these series of developments, the Development Cooperation Charter was formulated in February 2015.

The main policies described in the ODA Charter (2003) and the Development Cooperation Charter (2015) are compared in Table 2-1. The new perspectives specified in the revision are highlighted in red. As can be seen, the Development Cooperation Charter (2015) clearly states that its purpose is to “contribute to ensuring Japan's national interests” to maintain peace and stability and achieve further prosperity, thereby clarifying the significance of strategy and security. In addition, it includes a new phrase, “‘*Quality growth*’ and poverty eradication through such growth,” in its priority policies, which the previous Charter simply referred to “*poverty reduction*.” Furthermore, it clearly states that the measures must include “the consideration for harmony with the environment” and be “sustainable over generations in terms of consideration to addressing global warming.”

As for the effective implementation of development cooperation, it has been recognized that the key is encouraging private-sector investment, leading to growth and poverty reduction in the recipient countries. Thus, the importance of strengthening partnerships with diverse actors, including the private sector, local governments, universities, and civil society, has been included in the Charter as a new perspective.

**Table 2-1 Comparison of Japan's ODA Charter (2003) and
the Development Cooperation Charter (2015)**

	ODA Charter (2003)	Development Cooperation Charter (2015)
Objectives	<ul style="list-style-type: none"> ✧ To contribute to the peace and development of the international community, and thereby to help ensure Japan's own security and prosperity ✧ To promote the welfare of Japanese people ✧ To play an important role as the most suitable policy to gain sympathy and support from the international community for Japan's position 	<ul style="list-style-type: none"> ✧ To contribute more proactively to the peace, stability, and prosperity of the international community ✧ Ensuring Japan's national interests (maintaining its peace and security, achieving further prosperity, realizing an international environment that provides stability, transparency and predictability, and maintaining and protecting an international order) ✧ Serving as a catalyst for mobilizing a wide range of resources in cooperation with various funds and actors and, by extension, as an engine for various activities aimed at securing peace, stability and prosperity of international community
Basic policies	<ul style="list-style-type: none"> ✧ To support self-help efforts of developing countries ✧ Perspectives of "Human Security" ✧ Assurance of fairness ✧ Utilization of Japan's experience and expertise ✧ Partnership and collaboration with the international community 	<ul style="list-style-type: none"> ✧ Contributing to peace and prosperity through cooperation for non-military purposes ✧ Promoting Human Security ✧ Cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan's experience and expertise
Priority policies	<ul style="list-style-type: none"> ✧ Poverty reduction ✧ Sustainable growth ✧ Addressing global issues ✧ Peace-building 	<ul style="list-style-type: none"> ✧ "Quality growth" and poverty eradication through such growth ✧ Sharing universal values and realizing a peaceful and secure society ✧ Building a sustainable and resilient international community through efforts to address global challenges

Implementa- -tion	<p>[Principles of ODA Implementation]</p> <ul style="list-style-type: none"> ✧ Balancing environmental conservation and development ✧ Avoidance of use for military purposes and aggravation of international conflicts ✧ Full attention to trends in recipient countries' military expenditures, their development and production of weapons of mass destruction and missiles, and import and export of arms ✧ Full attention to efforts for promoting democratization and introduction of a market-oriented economy, and protection of basic human rights and freedoms <p>[Formulation and implementation of ODA policy]</p> <ul style="list-style-type: none"> ✧ Coherent formulation of ODA policy ✧ Collaboration among relevant government ministries and agencies ✧ Collaboration between government and implementing agencies ✧ Strengthening of policy consultation ✧ Strengthening of the functions of field missions in policy-making process and implementation ✧ Collaboration with aid-related entities <p>[Matters essentials to effective implementation]</p> <ul style="list-style-type: none"> ✧ Enhancement of Evaluation ✧ Ensuring appropriate procedures ✧ Prevention of fraud and corruption ✧ Ensuring the safety of ODA personnel 	<p>[Principles for effective and efficient development cooperation]</p> <ul style="list-style-type: none"> ✧ A more strategic approach ✧ Cooperation that takes advantage of Japan's strengths ✧ Proactive contribution to international discussions <p>[Principles for securing the appropriateness of development cooperation]</p> <ul style="list-style-type: none"> ✧ Consolidation of democratization, the rule of law, and the protection of basic human rights ✧ Avoidance of military applications and use for aggravation of international conflicts (clarification of policy on development cooperation for non-military purposes for the military and those with military status) ✧ Situation regarding expenditures, development and production of weapons of mass destruction and missiles, import and export of arms, etc. ✧ Impact of development on the environment and climate change ✧ Ensuring equity and consideration to the socially vulnerable ✧ Promoting women's participation ✧ Preventing fraud and corruption ✧ Security and safety of development cooperation personnel <p>[Strengthening partnerships]</p> <ul style="list-style-type: none"> ✧ Public-private partnerships and partnerships with local governments ✧ Coordination in emergency humanitarian assistance and international peace cooperation ✧ Partnerships with international, regional and sub-regional organizations
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	<p>[Increasing public participation]</p> <ul style="list-style-type: none"> ✧ Broad participation by Japanese citizens from all walks of life ✧ Human resource development and development research ✧ Development education ✧ Information disclosure and public relations 	<ul style="list-style-type: none"> ✧ Partnerships with donors, emerging countries and other actors ✧ Partnerships with the civil society <p>[Strengthening the foundations for implementation]</p> <ul style="list-style-type: none"> ✧ Information disclosure and promoting understanding of the public and international community ✧ Promoting development education ✧ Developing human resources and solidifying the intellectual foundations for development cooperation
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Note: The new perspectives specified in the Development Cooperation Charter (2015) are highlighted in red.
Source: Prepared by the Evaluation Team based on the ODA Charter (2003) and the Development Cooperation Charter (2015).

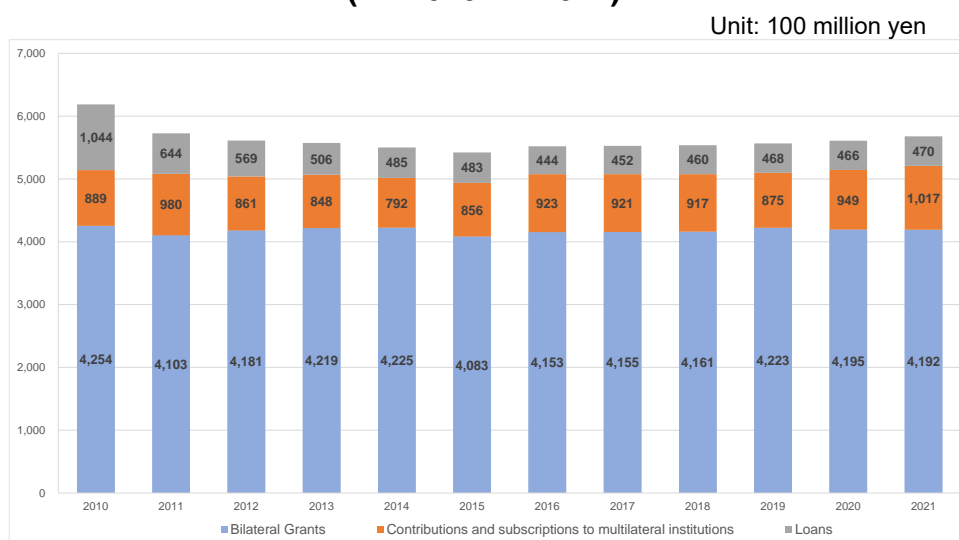
2 Trends in Japan's ODA

(1) General Account Budget for ODA

The general account budget for Japan's ODA peaked at 1,168.7 billion yen in 1997 and has been declining every year. Figure 2-1 shows the trends in the general account budget for ODA from FY 2010 to FY 2021.

The ODA budget was 618.7 billion yen in FY 2010, but decreased by 46 billion yen in FY2011, continuing to decline further through FY 2015. As a result, the budget for FY 2015 was 542.2 billion yen— a 12% decrease from FY 2010. However, in FY 2016, the first budget since the formulation of the Development Cooperation Charter (2015), 552 billion yen was allocated, which was an increase of 9.8 billion yen (1.8%) over the previous fiscal year and the first increase in 17 years. Since then, the allotted amount has marginally increased for six consecutive years until FY2021.

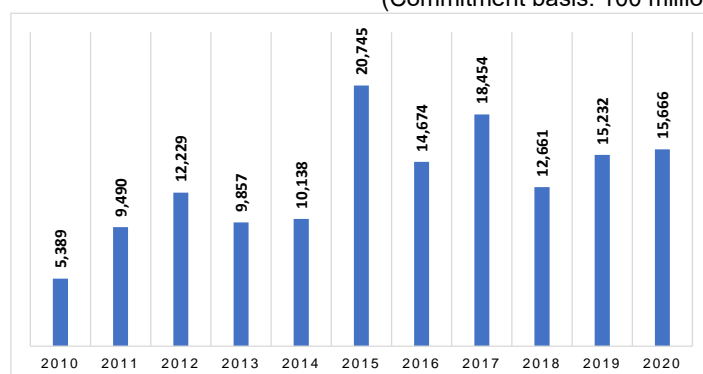
**Figure 2-1 Trends in Japan's ODA Budget
(FY 2010-FY 2021)**



Source: Prepared by the Evaluation Team based on the MOFA Japan' ODA White Paper 2009-2014 and White Paper on Development Cooperation 2015-2021.

By type, there has been no significant increase or decrease overall, and bilateral grant aid (economic development assistance, technical cooperation, etc., and provision for trade reinsurance) have remained mostly unchanged. Investments in and contributions to international organizations have increased slightly since 2015. Loans have been on a slight downward trend from FY 2011 to FY 2020. However, as shown in Figure 2-2, it should be noted that on a commitment basis, unlike on a general account budget basis, there has been a significant increase since 2015. Specifically, the total commitment amount of yen loan in FY 2010 was 538.9 billion yen, which gradually increased to 2.745 trillion yen in FY 2015, nearly four times the FY 2010 amount. This increase in the amount of commitment can be attributed to the support for overseas deployment of packaged infrastructure as part of the “New Growth Strategy” under the Democratic Party of Japan’s administration and the “Infrastructure System Export Strategy” under the second Abe cabinet.

Figure 2-2: Trends in Yen Loan Operations (2010-2020)
(Commitment basis: 100 million yen)

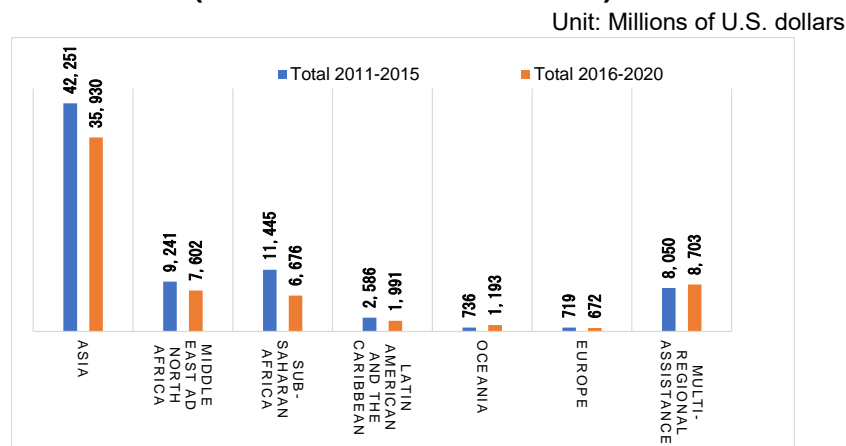


Source: Prepared by the Evaluation Team based on the JICA Annual Report 2010-2021.

(2) Distribution of Bilateral ODA by Region

Figure 2-3 shows the total distribution of bilateral ODA by region on a gross disbursement base. To see the differences before and after the revision of the Charter, the totals for FY 2011–FY 2015 and FY 2016–FY 2020 are compared. Prior to the revision, the largest allocations were to Asia, followed by Sub-Saharan Africa, the Middle East and North Africa, multiple regions, and Latin America. After the revision, Asia remained the largest recipient, followed by multiple regions, the Middle East and North Africa, Sub-Saharan Africa, and Latin America. Looking at the breakdown of Asia, the allocation to Southwest Asia has increased, taking the place of the previous allocation to East Asia.

**Figure 2-3 Distribution of Bilateral ODA by Region
(Gross Disbursement Base)**



Source: Prepared by the Evaluation Team based on the MOFA White Paper on Development Cooperation.

(3) Distribution of Bilateral ODA by Sector

Figure 2-4 shows the distribution of bilateral ODA by sector in gross disbursement in 2010, 2015, and 2020, broken down into two categories: grants (grant aid and technical cooperation) and loan aids.

The top five grant sectors in 2010 were education (15%), agriculture, forestry, and fisheries (13%), transport and storage (11%), and administrative and other expenses (11%). Loan aids were for transport and storage (42%), energy (23%), education (12%), water and sanitation (water, sewerage, etc.) (12%), and multi-sector cooperation (4%). From 2000 to 2015, the Millennium Development Goals (MDGs) have acted as a compass in the development field in the international community, and Japan's assistance regions and sectors have also been largely in line with these goals.

Meanwhile, in February 2010, under the direction of the then-Foreign Minister Okada, the MOFA began a review on the nature of ODA, the results of which were compiled and published in June 2010, in a report titled "Enhancing Enlightened

National Interest. ~Living in harmony with the world and promoting peace and prosperity” In the FY 2010 ODA White Paper, a new section entitled “Part II: New Form of Official Development Assistance (ODA) - A New Official Development Assistance- Rethinking ODA” was introduced. It was time to start thinking about the purpose of Japan’s assistance to ODA recipient countries. The ODA White Papers for FY2011 and onwards continued to examine the purpose and role of Japan’s assistance.

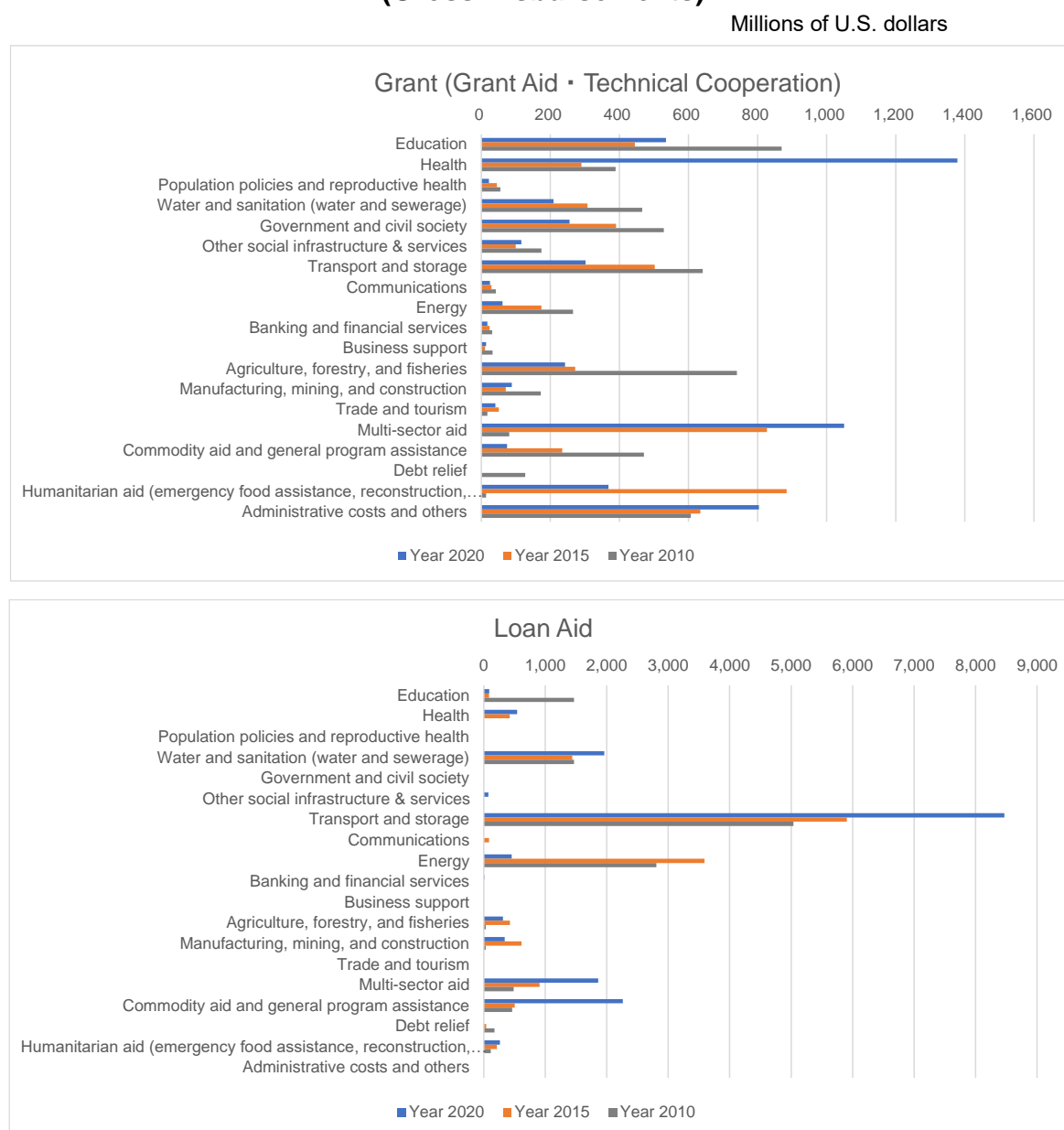
Since March 2014, discussions on the revision of the ODA Charter were held for about a year, and the Cabinet approved the Development Cooperation Charter in February 2015. As the target year of the MDGs, 2015 was also when the achievements and challenges of the MDGs were reviewed. In response to the results, “the 2030 Agenda for Sustainable Development” was newly adopted, in which the Sustainable Development Goals (SDGs) were established. Consequently, the top five grant sectors in FY 2015 were humanitarian assistance (emergency food assistance, reconstruction, disaster risk reduction, etc. at 17%), multi-sector cooperation (general environmental protection, urban and rural development, etc. at 16%), administrative costs and others (12%), transport and storage (9%), and education (8%). The sectoral distribution of Japan’s assistance changed significantly in 2015, with allocations to agriculture, forestry, and fisheries falling from 13% in 2010 to 5.1% in 2015, education decreasing from 15% to 8% during the same period, humanitarian assistance increasing from 0.2% to 17%, and multi-sector cooperation from 1% to 16%. These increases were due to a series of Japanese assistance efforts in response to the major earthquake in Nepal that occurred on April 25, 2015.¹ As for loan aids allocation, the top two sectors remained unchanged from FY 2010, but the education sector dropped from its position at the top of the list, and the allocation to industry, mining, and construction increased.

In the FY 2020, measures to combat COVID-19 in vulnerable countries were initiated. Consequently, Japan’s efforts were introduced in the FY 2020 White Paper on Development Cooperation under “Part I COVID-19 Pandemic and Japan’s Efforts.” Japan has provided more than 170 billion yen in health and medical assistance to countries with fragile health and medical systems, and established an emergency yen loan of up to 500 billion yen over two years to support economic activities in developing countries, particularly in the Asia-Pacific region, in response to the COVID-19 crisis. In terms of grants, health accounted for a quarter of the total (25%), followed by larger allocations for multi-sector cooperation (19%),

¹ The FY 2015 projects implemented in response to the Nepal earthquake are the Program for Rehabilitation and Recovery from Nepal Earthquake (grant aid, 4 billion yen) and the Project on Rehabilitation and Recovery from Nepal Earthquake (development study-type technical cooperation, approximately 1.5 billion yen).

administrative costs and others (14%), education (10%), and humanitarian assistance (7%). For loan aids, more than half were allocated to transport and storage (51%), unchanged from FY 2010 and FY 2015, followed by commodity aid and general program assistance (14%), water and sanitation (water, sewerage, etc.) (11.8%), multi-sector cooperation (11.2%), and health (3.3%). In response to COVID-19, the allocation to energy, which was the top allocation in FY 2010 and FY 2015, decreased to 2.7%, with allocations to commodity aid and general program assistance, and health, increasing instead.

**Figure 2-4 Trends in Bilateral Japan's ODA Allocation by Sector
(Gross Disbursements)**



Source: Prepared by the Evaluation Team based on the MOFA's White Paper on Development Cooperation.

In addition, recent trends and specific project details were reviewed from JICA's ex-ante evaluation study reports (2019–2021).² Regarding grants in order of the total number of projects during the past three years, the top five sectors are 1) health and medical care, 2) general education,³ 3) general agriculture,⁴ 4) general transportation⁵ and general administration (with an equal number of projects), and 5) water supply and sewerage. Health and medical care is notably high, in support of the COVID-19 countermeasures, as mentioned above. Education in general and public administration in general have a substantial share of the Project for Human Resource Development Scholarship.⁶ In addition, agriculture has shown a decrease in trend, although the total number of cases is higher. Transportation (general) has fewer increases and decreases. The number of water supply projects has increased notably from 4 in 2019 to 11 in 2021. With regard to loan aid, in order of the total number of loans over the past three years, the top five sectors are 1) finance and banking, 2) water supply, sewerage and roads in (equal number of loans), 3) railroads, 4) electric power and general agriculture, and 5) public utilities. The majority of finance and banking loans were emergency support loans for the COVID-19 crisis response. The number of water projects compared to sewage projects has been increasing in recent years. Of the 12 railroad projects, one is in Myanmar, and the rest are in India and Bangladesh. The number of electric power projects has decreased from six projects in 2019 to one in 2021.

(4) Grant Assistance for Japanese NGOs

Figure 2-5 shows the contract amount and number of projects under the Grant Assistance for Japanese NGO Projects. The total contract amount gradually increased from FY 2010, and after a temporary decline in FY 2015, has increased steadily. The number of projects has also shown almost the same trend as the contract amount. While the contract amount increased in FY 2020 from the previous year, the number of projects decreased from 113 to 109, indicating that the size of each project has increased. This increase might be caused by increased general management fees—from 5% to 15% of the project cost—under certain conditions beginning in FY 2019.

² The analysis was based on the list of ex-ante evaluation reports (2019–2022) provided by the JICA (data is as of the end of the first half of 2022). Note that the sector classifications of the JICA's ex-ante evaluation and in the MOFA's White Paper on Development Cooperation have different definitions and are not identical.

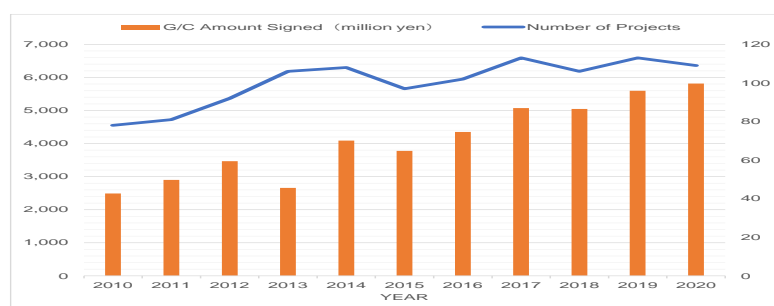
³ Education, higher education, secondary education, and basic education were grouped as education in general.

⁴ General agriculture, agricultural machinery, agricultural engineering, and livestock were grouped as general agriculture.

⁵ Shipping, vessel, ports, aviation, airports, and railroads were grouped as general transportation.

⁶ The Project for Human Resource Development Scholarship is classified under higher education in some cases, and under general administration in others.

Figure. 2-5 Contracted Amount and Number of Projects in the Grant Assistance for Japanese NGO Projects

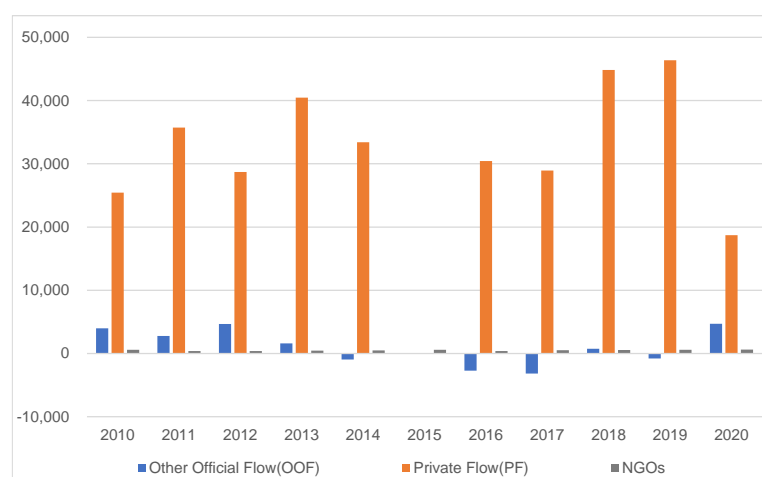


Source: Prepared by the Evaluation Team based on the “Grant Assistance for Japanese NGO Projects” on the MOFA homepage.⁷

(5) Financial Flow to Developing Countries from non-ODA sources

The current Charter mentions “promoting private-led growth, in order to support the economic development of developing countries more vigorously and effectively.” Figure 2-6 shows the trends of other government funds (OOFs), private funds (PF), and grant aids by NGOs and other donors on a net disbursement basis.⁸ Since FY 2015, the flow of Japanese OOFs to developing countries has been stagnant, as has ODA funding. On the other hand, PF has been gradually increasing since FY 2000 (US\$25,432 million); while the Lehman shock caused a slight slowdown in FY 2009 and FY 2010, it has since recovered and increased to US\$46,377 million in FY 2019. Although the amount of PF has decreased significantly in FY 2020, this is thought to be due to the impact of COVID-19.

Figure 2-6 Non-ODA Financial Flows to Developing Countries (Net Disbursements in US\$ million)



Source: Prepared by the Evaluation Team based on OECD/DAC statistical data.⁹

⁷ List of Grant Assistance for Japanese NGO Projects

https://www.mofa.go.jp/mofaj/gaiko/oda/shimin/oda_ngo/shien/jngo_j.html (in Japanese).

⁸ The OOF and PF amounts for FY 2015 are unknown due to a lack of records.

⁹ OECD/DAC statistical data <https://data.oecd.org/>

(6) Cooperation with Multilateral Institutions

Table 2-2 shows ODA disbursements to multilateral institution, totaling US\$17,471 million from FY 2011 to FY 2015, compared to US\$19,715 million from FY 2016 to FY 2020, that is, a 16% increase.

Table 2-2 Trends in ODA Disbursements to Multilateral Institutions¹⁰
(Net Disbursements: US\$ million)

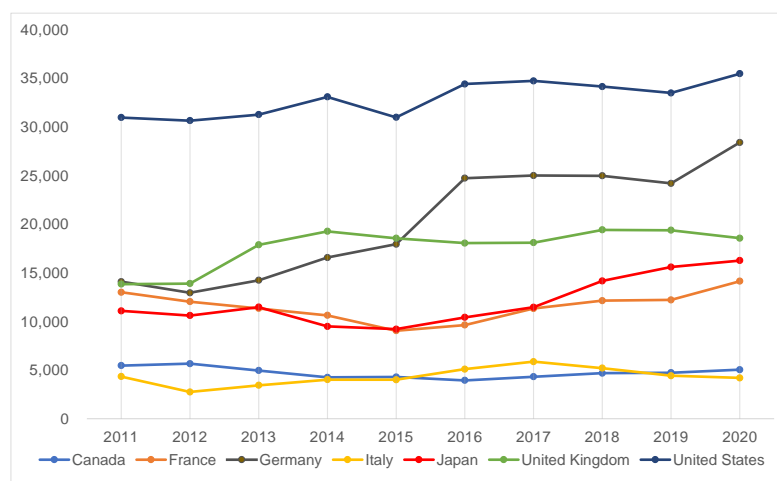
Year					The total amount 2011-2015
2011	2012	2013	2014	2015	
3,888	4,202	2,970	3,355	3,055	17,471
Year					The total amount 2016-2020
2016	2017	2018	2019	2020	
4,087	4,103	3,865	4,243	3,418	19,715

Source: Prepared by the Evaluation Team based on MOFA's ODA White Paper 2009–2014 and Development Cooperation White Paper 2015–2021.

(7) Comparison of ODA by Major Donor Countries

Figure 2-7 shows the trends in ODA of major donor countries: in 2011, Japan ranked fifth among the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) member countries, after the United States, United Kingdom, Germany, and France. It remained in fourth or fifth place until 2017, and in fourth place from 2018 to 2020.

Figure 2-7 Trends in ODA by Major Donor Countries¹¹
(Millions of U.S. Dollars)



Source: Prepared by the Evaluation Team based on MOFA White Paper on Development Cooperation 2021.

Trends in the ratio of Japan's ODA performance to gross national income (GNI) and Japan's ranking among the DAC countries are shown in Table 2-3. The ratio of Japan's ODA to GNI had been hovering around 0.2%, but has been gradually

¹⁰ Total disbursement, including grants to UN agencies and other organizations, and contributions in the World Bank Group and others.

¹¹ From 2011 to 2017, based on a net disbursement; from 2018 onward, based on a grant equivalent.

increasing since 2017, and reached 0.3% for the first time in 2020. Accordingly, Japan's rank among the DAC countries has risen since 2017, and in 2021 (provisional), the country ranked 12th among the 29 DAC members. The average GNI ratio in 2021 for all DAC countries is 0.33%, and Japan's ratio (at 0.34%) is slightly above average, although it is still half the international target of 0.7%.

Table 2-3 Ratio of Japan's ODA to GNI and Japan's Ranking among DAC Countries

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 (Provisional)
Ratio of ODA to Gross National Income (GNI) (%)	0.20	0.18	0.17	0.22	0.20	0.20	0.20	0.23	0.28	0.29	0.31	0.34
Japan's Ranking in DAC	20th	19th	20th	18th	18th	19th	20th	19th	16th	13th	13th	12th

Notes: Disbursements were calculated on a net disbursement basis until 2017, and on a grant equivalent basis since 2018. It excludes assistance to graduated countries.

Source: Prepared by the Evaluation Team based on MOFA's ODA White Paper 2009–2014 and Development Cooperation White Paper 2015–2021.

3 Conclusion

A comparative analysis of Japan's development cooperation before and after 2015 (the year of the Charter's revision), shows that it has responded to the limited financial resources, international situations, and global challenges, by changing the allocation of sectors and regions while not significantly increasing its budget. The "collaboration" emphasized in the Development Cooperation Charter (2015) has been strengthened since the revision of the Charter, as evidenced by the trends of Grant Assistance for Japanese NGO Projects and collaboration with international organizations. Furthermore, looking at the increase in the flow of non-ODA funds to developing countries, the partnership between ODA and the private sector continues to be important.

Chapter 3: Review of ODA Evaluation Reports Using the Development Cooperation Charter (2015) as the Reference Criteria

In this chapter, based on Table 1-5—which provides a “Comparison of Items in the Development Cooperation Charter (2015) and Items Analyzed in the ODA Evaluation Reports”—a review of ODA evaluations for 59 targeted cases (40 policy-level ODA evaluations by third parties from MOFA and 19 JICA ex-post evaluations) was conducted, using the items of the Development Cooperation Charter as the reference criteria.

The ODA Evaluation Reports conducted by ODA Evaluation Division of MOFA were based on the ODA Evaluation Guidelines (June 2021) and the ODA Evaluation Handbook (April 2022), and the evaluation results were divided into the following categories: Relevance of Policies; Effectiveness of Results; Appropriateness of Processes; diplomatic importance; diplomatic impact; and recommendations and lessons learned. In these reports, the reasons were described in detail, followed by a judgment (rating), for example, “satisfactory” in terms of “Effectiveness of Results.” Therefore, if the report descriptions are read from the perspective of each item in this Development Cooperation Charter, it would be possible to evaluate how “Relevance of Policies,” “Effectiveness of Results,” and “Appropriateness of Processes” are judged with respect to each item, or whether they are applicable as judgment criteria.

When investigating a report, the analyst may refer to the rating values listed in the report. However, since a judgment is made primarily by reading the written content of the report, differences in judgment by individuals occur even among analysts who are experts in the field of ODA. Therefore, in order to minimize the differences between different individual’s judgment tendencies, each report was read by two analysts. As shown in Table 1-4, the evaluation criteria were based on a four-point Likert scale for “Relevance of Policies,” “Effectiveness of Results,” and “Appropriateness of Processes.” A score of 4 was given for “highly satisfactory,” 3 for “satisfactory,” 2 for “partially satisfactory,” and 1 for “unsatisfactory.” The average of the two judgments was taken as the representative value. Selection of “not available/ unable to judge” was treated as a missing value. However, in order to pick up as much valid data as possible, the value of the other analyst who gave the score was used as the representative value for items that were judged “not available/ unable to judge” by one of the two analysts.

“Diplomatic importance” and “diplomatic impact” are judged by two values, “mentioned” and “not mentioned/ unable to judge,” so the average value of the two was obtained, with “mentioned” as 1 and “not mentioned/ unable to judge” as 0. The resulting value of 0.5 means that there was a reference that was not explicit.

1 Review of “Relevance of Policies”

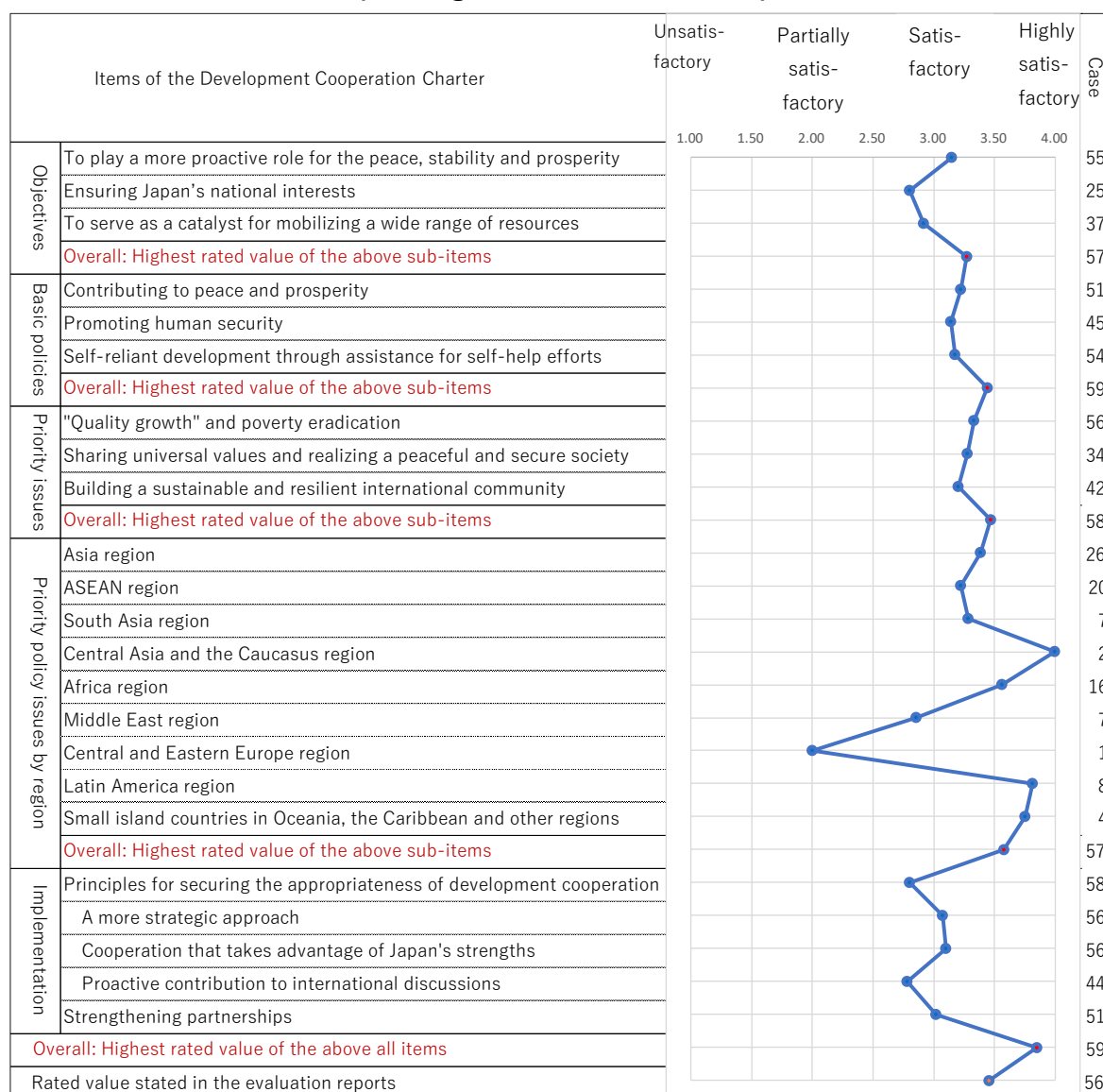
Figure 3-1 shows the results of the review (rating) of each evaluation report with respect to whether it was consistent with each of the items of the Development Cooperation Charter in terms of “Relevance of Policies,” as the average score of the subject reports. The number of reports analyzed was 59, but the average rating was calculated excluding reports that were judged as “not available/ unable to judge” because they did not contain any relevant statements. Therefore, the number of evaluation reports used for calculating the rating score for each item was different.

In most of the ODA evaluation reports, the judgment whether the projects were satisfactory in terms of “Relevance of Policies” in light of the description in the Development Cooperation Charter was not made for all items, as was done in this report. The trend observed for most of the evaluation reports was that the evaluators judged the “Relevance of Policies” to be “highly satisfactory” if there were items that applied strongly.

Since the Development Cooperation Charter is a comprehensive, document in which many items are listed under major items such as “Objectives,” “Philosophy/ Basic Policies,” “Priority Policies/Priority Issues,” and “Implementation,” the percentage of individual items cited in judgments of “Relevance of Policies” in ODA evaluations tends to be low. Therefore, to compare the evaluation judgments in the ODA evaluation reports with the results of this review, this review selected the highest of the rating values among items under each major item as the overall rating score for the major item—for example, among the three items related to the “Objectives” of the Charter, the highest rating value was selected as the overall rating score for “Objectives.” The same applied to the other major items. The highest rating value was also obtained by selecting the highest ratings of all items in each evaluation report.

Among the three items related to “Objectives” in Figure 3-1, “To play a more proactive role for the peace, stability and prosperity of the international community” scored high (3.10), while “Ensuring Japan’s national interests” (2.80) and “To serve as a catalyst for mobilizing a wide range of resources as an engine for various activities” (2.92), both of which were newly emphasized in the Development Cooperation Charter, scored relatively lower. However, the average of the highest values for the three items belonging to “Objectives” was 3.27, which was higher than the 3.00 “satisfactory” score, and overall, there was no problem with regard to the “Relevance of Policies.”

**Figure 3-1 Results of Analysis on “Relevance of Policies”
(Average Value of Each Item)**



There was little difference among the three items of “Basic Policies,” with an overall score of 3.44, which was considerable high. Among the three items under “Priority Issues,” the highest score was given to “‘Quality growth’ and poverty eradication through such growth” (3.33). However, the overall score for “Priority Issues” was also high at 3.47.

Central Asia had the highest score of 4.00 among the items related to “Priority Policy Issues by Region.” There were only two evaluations that fell under this category: “Evaluation of Assistance for the South Caucasus (2015)” and “The Project for Improvement of Equipment of Navoi Regional Multidisciplinary Medical Center in Uzbekistan (2020),” both of which were judged to be “highly satisfactory” (4.00). On the other hand, the score for the Central and Eastern Europe Region was not high, at 2.00, and was only “partially satisfactory.” This is because there was

only one applicable report. Although the score may be extreme when the number of applicable reports is small, the overall score for the “Priority Policy Issues by Region” was 3.58, which was higher than “satisfactory” (3.00) and close to “highly satisfactory” (4.00) in terms of “Relevance of Policies.”

With regard to the “Implementation Principles,” the rating was near 3.0 for the items that were newly emphasized in the Development Cooperation Charter, such as “(a) A more strategic approach,” “(b) Cooperation that takes advantage of Japan’s strengths,” and “(c) Proactive contribution to international discussions,” but not as high as “highly satisfactory.”

The average of the highest evaluation score for all items was extremely high at 3.85. Indeed, the evaluation of “Relevance of Policies” in the reports under analysis also concluded that in 45 of the 59 cases, the rating was “highly satisfactory” (4.00).

The highest evaluation value for all items was the average of the highest evaluation scores picked up for each evaluation report. Since the distribution was skewed toward higher values, it was difficult to distinguish between the high and low values among the evaluation reports that were subject to the rating. Therefore, for each evaluation report, the average value of the highest evaluation score for each major item was also calculated. Specifically, it was the highest score for the three items under “Objectives” + the highest score for the three items under “Basic Policies” + the highest score for the three items under “Priority Issues” + the highest score for the nine items under “Priority Policy Issues by Region” + “A: Principles for effective and efficient development cooperation” in “Implementation Principles” + “B: Strengthening partnerships” in “Implementation Arrangements,” divided by 6. A high score indicated that the policy was highly relevant even when various perspectives were taken into account.

As a result, the “Support Program to Respond to Climate Change in Vietnam, Program Loan (VI) (2019) and (VII) (2019)” both received 4.00; “Evaluation on Japan’s Assistance to Connectivity in the Mekong Region with a Focus on the Southern Economic Corridor (Thailand, Cambodia, Vietnam) (2017)” received 3.83; “Evaluation of Japan’s Assistance for Pacific Island Countries (2015)” and “Country Assistance Evaluation of the Republic of Uganda (2017)” both received 3.75; while “Country Assistance Evaluation of the United Republic of Tanzania (2016),” “Evaluation of Japan’s ODA to the Republic of Rwanda (2020),” and “Country Assistance Evaluation of Pakistan (2014)” all received a value of 3.67.

For example, the “Support Program to Respond to Climate Change in Vietnam, Program Loan (VI), (VII) (2019)” was designed to mitigate climate change by:

increasing greenhouse gas absorption and regulating emissions, strengthening adaptive capacity to the adverse effects of climate change, addressing cross-sectoral challenges, and reducing disaster risks associated with climate change. The goal was to contribute simultaneously to sustainable economic development and climate change mitigation. In addition, the “Evaluation on Japan’s Assistance to Connectivity in the Mekong Region with a Focus on the Southern Economic Corridor (Thailand, Cambodia, and Vietnam) (2017)” evaluated Japan’s support for connectivity in the Mekong region, which aimed at realizing regional stability and quality growth through strengthening connectivity. The report noted the trust in Japan’s neutrality within the Mekong region and its advantages in quality infrastructure support and efficient support schemes.

Furthermore, in the evaluation values (ratings) listed in the ODA evaluation reports, the rating value for “Relevance of Policies” has four levels: “highly satisfactory,” “satisfactory,” “partially satisfactory,” and “unsatisfactory” (ODA Evaluation Handbook). Although the expressions are slightly different (in Japanese), they are almost the same as the ratings in Table 1-4, and so 4, 3, 2, and 1 point respectively were given to each of them, and the average value was obtained.

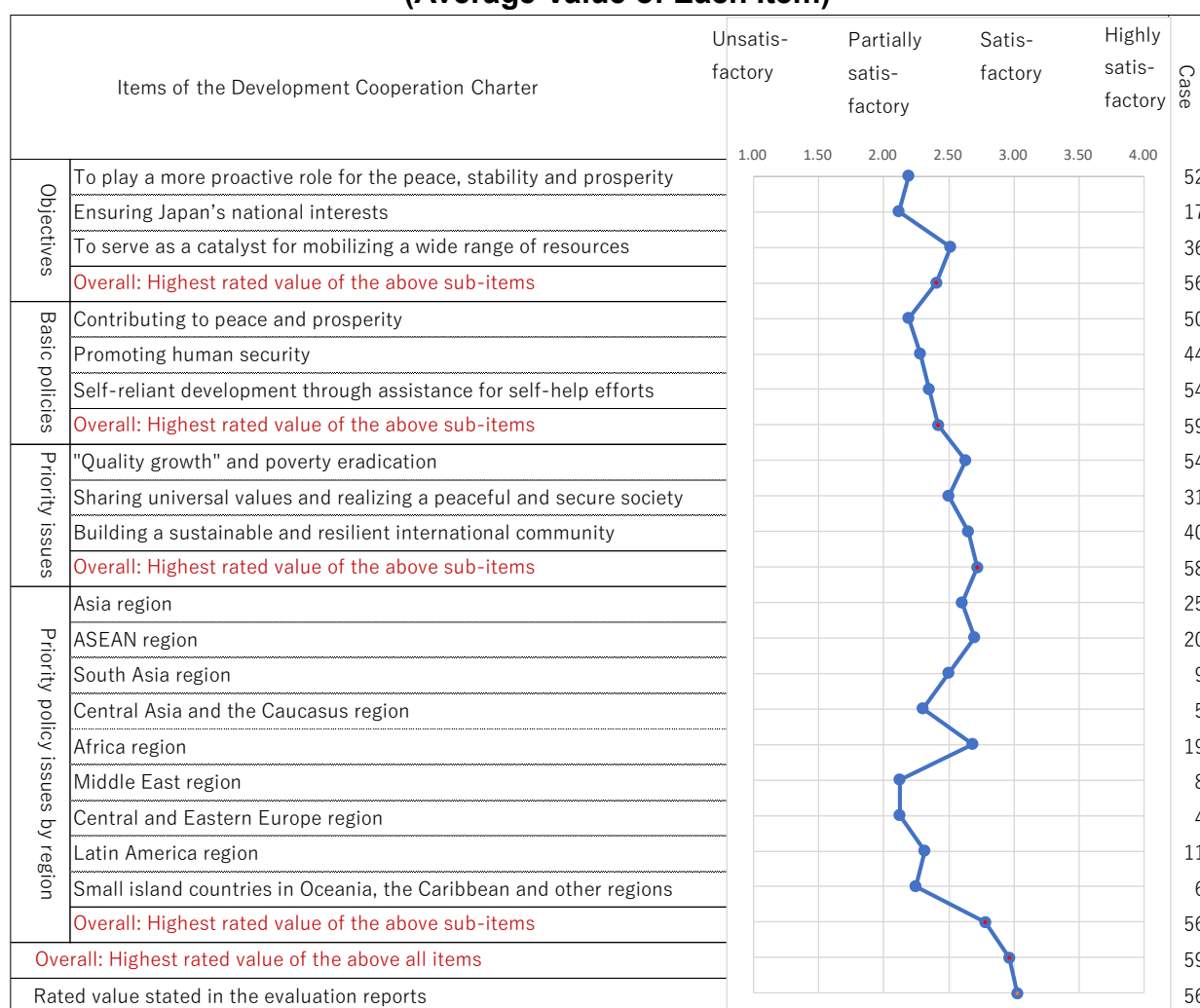
However, the rating of the JICA’s ex-post evaluation report has three levels: “fully consistent (high),” “partially consistent (fair),” and “not consistent (low).” “Fully consistent (high)” includes both “highly satisfactory” and “satisfactory” in MOFA’s ODA evaluation report, “partially consistent (fair)” is considered to be equivalent to “partially satisfactory” and “not consistent (low)” is equivalent to “unsatisfactory.” Therefore, by assigning 3.5 points to the rating “fully consistent (high),” 2 points to “partially consistent (fair),” and 1 to “not consistent (low)” in the JICA’s ex-post evaluation report, the overall average value can be obtained combining it with the MOFA’s ODA evaluation reports. The reports that did not show a relevant rating value were excluded from the calculation.

As shown in Figure 3-1, the average value was 3.46, which was somewhat lower than the average score of 3.85 for the highest rating of overall items in this review. The values shown in Figure 3-1 were based on the consistency with the perspective of the Development Cooperation Charter, while the ratings in the ODA evaluation reports were based on a comprehensive judgment of the consistency with several Japan’s ODA-related policies, —including the Development Cooperation Charter—as well as the development policies of the partner countries, and international trends. Thus, the rating being somewhat low is understandable.

2 Review of “Effectiveness of Results”

Figure 3-2 shows the results of the analysis in terms of “Effectiveness of Results.” The overall score of 2.97 was almost the same as “satisfactory” (3.00). Although the average score for all items was above “partially satisfactory” (2.0), individual item scores varied considerably. It is understandable that not all projects were likely to have a “notable positive effect” at the time of evaluation, and the overall rating results were, in a sense, satisfactory. There were no reports with a value of 4.00, but eight reports with a value of 3.50, and 44 with 3.00.

**Figure 3-2 Results of Analysis on “Effectiveness of Results”
(Average Value of Each Item)**



As in the case of “Relevance of Policies,” the average value of the evaluation report (original rating value) for “Effectiveness of Results” was also calculated, and found to be 3.03, almost the same as the overall average of the highest value of all items of this review. The rating for “Effectiveness of Results” was calculated in the same way as “Relevance of Policies,” since JICA’s ex-post evaluation reports have a three-level rating scale.

The average of the highest values for the overall “Objectives” was 2.40, but the values for the individual items were not high enough: 2.12 for “Ensuring Japan’s national interests” and 2.19 “To play a more proactive role for the peace, stability and prosperity of the international community.” Certainly, if one were to question tangible effects of these items on the evaluation of ODA projects, it would be difficult to show their concrete and explicit effects, even if some could be felt. The same was true of the “Basic Policies.” It is not easy to concretely show how effective “Contributing to peace and prosperity through cooperation for non-military purposes” has been. Even the average of the highest values for “Basic Policies” was only 2.42.

However, as the scope of the rating becomes more specific, such as for “Priority Issues,” the evaluation score for “Effectiveness of Results” also becomes higher. The overall score for this category rose to 2.72, but for individual items, for example “C: Building a sustainable and resilient international community through efforts to address global challenges,” it was 2.65. This may be because the concrete effects of ODA were easier to measure. The highest ratings in this major category were 3.50 for both, “Evaluation of Japan’s ODA to the Republic of Indonesia (2018)” and “Evaluation of Japan’s ODA to the Republic of Peru (2021).”

The overall score for “Priority Policy Issues by Region” was 2.78, a reasonably high score. By region, the scores were high in Africa and the Association of Southeast Asian Nations (ASEAN) region, and low in the Middle East and Central and Eastern Europe. For example, the “Country Assistance Evaluation of Cambodia (2017),” “Evaluation of Japan’s ODA to the Republic of Indonesia (2018),” and “Country Assistance Evaluation of the United Republic of Tanzania (2016)” were all rated 3.50. All three reports had a satisfactory (3.00) rating for “A: ‘Quality growth’ and poverty eradication through such growth.”

As with “Relevance of Policies,” the average of the highest evaluation score in each major item was calculated for “Effectiveness of Results.” Specifically, according to Table 1-5, it was the highest value of the three items under “Objectives” + the highest value of the three items under “Basic Policies” + the highest value of the three items under “Priority issues” + the highest value of the nine items under “Priority Policy Issues by Region,” divided by 4. A high average evaluation score indicates that the results were highly effective in comprehensively considering various perspectives.

The results showed that “Evaluation of Japan’s ODA to the Republic of Indonesia (2018)” had the highest overall evaluation score of 3.25, followed by “Country Assistance Evaluation of the United Republic of Tanzania (2016),” “Evaluation of Japan’s ODA for Women’s Empowerment (Kyrgyzstan and Kenya) (2019),” “Support Program to Respond to Climate Change in Vietnam, Program

Loan (VI) (2019)” and “Support Program to Respond to Climate Change in Vietnam, Program Loan (VII) (2019),” which all had a score of 3.12. “Evaluation of Japan’s ODA to Republic of the Philippines (2019),” “Evaluation of Japan’s ODA to the Republic of Peru (2021),” and “The Project for Improvement of Equipment for Demining Activities (Phase 7) in Cambodia (2020)” all had a score of 3.00.

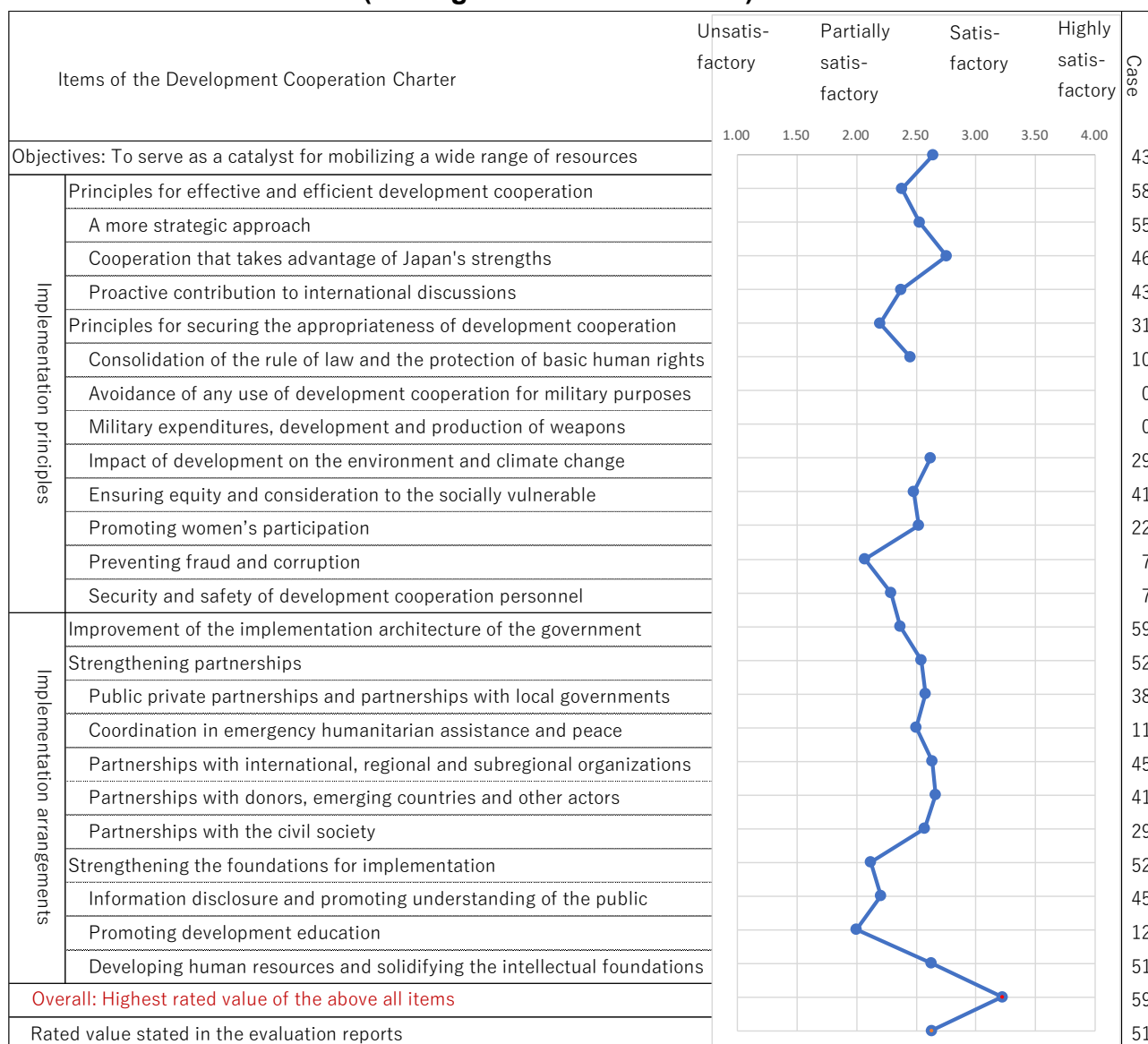
3 Review of “Appropriateness of Processes”

Figure 3-3 shows the results of the analysis in terms of “Appropriateness of Processes.” The overall evaluation score of 3.22 was higher than “satisfactory” (3.00).

In terms of “Appropriateness of Processes,” as in the cases of “Relevance of Policies” and “Effectiveness of Results,” the average value of the evaluation results (rating values) of the evaluation reports was obtained. Since the JICA ex-post evaluation report does not have the “Appropriateness of Processes,” evaluation item, “Efficiency” was used instead. As a result, the average value of the overall evaluation result was 2.63, which was somewhat lower than the average of the highest evaluation value of all items in this review at 3.22. The average score for the MOFA’s ODA evaluation reports alone was 2.76, which was not very different from the highest average scores for the “Implementation principles” and “Implementation arrangements” items. While this report evaluated “Appropriateness of Processes” in line with each item of the Development Cooperation Charter, the items subject to evaluation were somewhat different in ODA evaluation, for example, “appropriateness of the formulation processes of cooperation policies,” “consultation with partner country,” “consideration given and efforts made based on the characteristics of the partner country,” and others (ODA Evaluation Handbook). This may have influenced the differences in values.

Looking at the average of evaluation scores for individual items, none showed very high values. Among the three items in “A: Principles for effective and efficient development cooperation” under “Implementation Principles,” the item with the highest score was “(b) Cooperation that takes advantage of Japan’s strengths” at 2.75, while “(c) Proactive contribution to international discussions” was at 2.37.

**Figure 3-3 Results of Analysis on “Appropriateness of Processes”
(Average Value of Each Item)**



The scores for “B: Principles for securing the appropriateness of development cooperation” were also not high enough. The scores were 2.62 for “(d) Impact of development on the environment and climate change,” 2.48 for “(e) Ensuring equity and consideration to the socially vulnerable,” and 2.52 for “(f) Promoting women’s participation.” Of course, a number of individual evaluation reports had higher values. For example, “(d) Impact of development on the environment and climate change,” “Support Program to Respond to Climate Change in Vietnam, Program Loan (VI) (2019)” and “Support Program to Respond to Climate Change in Vietnam, Program Loan (VII) (2019)” were all rated 4.00, and 12 other reports were rated 3.00. In terms of “(e) Ensuring equity and consideration to the socially vulnerable,” the report on “Evaluation of Japan’s Education Cooperation Policy (El Salvador and Madagascar) (2021)” was rated 4.00, and 15 other reports were rated 3.00. With respect to “(f)

Promoting women's participation," the report on "Evaluation of Japan's Education Cooperation Policy (El Salvador and Madagascar) (2021)" was rated 4.00, while another report was rated 3.50 and seven were rated 3.00.

No report was found to mention the "(b) Avoidance of any use of development cooperation for military purposes or for aggravation of international conflicts" or a "(c) Situation regarding military expenditures, development and production of weapons of mass destruction and missiles, export and import of arms etc." This did not mean that such considerations were not taken into account in the implementation of ODA, only that they were not judged since they were not mentioned in the referenced reports.

Among the items under "Implementation Arrangements," "B: Strengthening partnerships" was emphasized in the Development Cooperation Charter. While its overall score was 2.54, it was difficult to say whether the average score was high enough for individual items such as "(c) Partnerships with international, regional and sub regional organizations" at 2.63 and "(d) Partnerships with donors, emerging countries and other actors" at 2.66. With respect to "B: Strengthening partnerships," looking at individual reports, "Jordan 'Fiscal and Public Service Reform Development Policy Loan' (2017)" was rated 4.00. In addition to yen loans, technical cooperation, grant assistance, and grant/UN collaboration, this project also worked with international and regional international organizations such as the World Bank (partial co-financing), International Monetary Fund (IMF), Kreditanstalt für Wiederaufbau (KfW), Agence Française de Développement (AFD), International Finance Corporation (IFC), and Islamic Corporation for the Development of the Private Sector (ICD) in its implementation. There were 19 other reports rated 3.00.

Considering the individual items under "B: Strengthening of partnerships," the following reports had a rating of 4.00: "Evaluation of Japan's Assistance in the Pollution Control Field (Mongolia) (2016)" in "(a) Public private partnerships and partnerships with local governments;" "Jordan 'Financial sector, business environment and public service reform development policy loan' (2020)" in "(c) Partnerships with international, regional and sub regional organizations;" and "Country Assistance Evaluation of Morocco (2015)," "Jordan 'Fiscal and Public Service Reform Development Policy Loan' (2017)," "Evaluation of Debt Cancellation (Iraq and Myanmar) (2015)," "Country Assistance Evaluation of Vietnam (2015)," and "Jordan 'Financial Sector, Business Environment and Public Services Reform Development Policy Loan' (2020)" in "(d) Partnerships with donors, emerging countries, and other actors."

With respect to "C: Strengthening the foundations for implementation," there was still room for improvement; the ratings were 2.63 for "(c) Developing human

resources and solidifying the intellectual foundations for development cooperation,” 2.20 for “(a) Information disclosure and promoting understanding of the public and the international community,” and 2.00 for “(b) Promotion of development education. There were only 12 evaluation reports that mentioned “(b) Promotion of development education,” but even among these, the ratings were low.

The average of the highest evaluation score in each major category was also calculated. In line with Table 1-5, the value was calculated by adding the following five items: “A: Principles for effective and efficient development cooperation” + “B: Principles for securing the appropriateness of development cooperation” under “Implementation Principles,” and + “A: Improvement of the implementation architecture of the government and the implementing agencies” + “B: Strengthening partnerships” + “C: Strengthening the foundations for implementation” under “Implementation Arrangements.” The total of these five items was divided by 5. If this evaluation score was high, it meant that the “Appropriateness of Processes” from various perspectives was high.

As a result, the report on “Evaluation of Japan’s ODA to the Republic of Peru (2021)” received the highest overall evaluation score of 3.20, followed by “Country Assistance Evaluation of India (2017)” at 2.80, and “Evaluation of Japan’s ODA to Republic of the Philippines (2019)” and “Evaluation of Japan’s ODA to the Democratic Republic of Timor-Leste (2021)” at 2.70 each.

4 Review of “Diplomatic Importance” and “Diplomatic Impact”

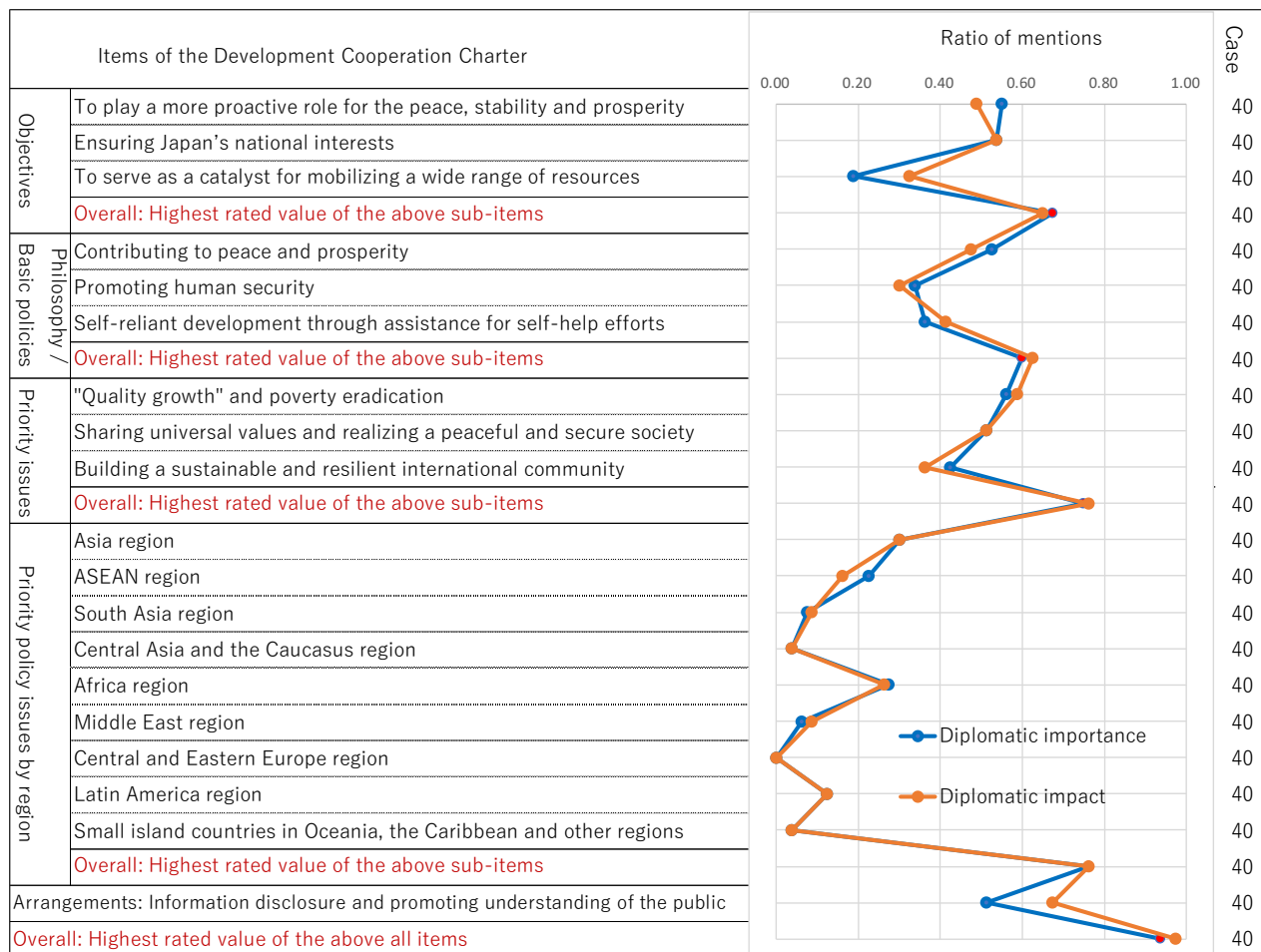
Figure 3-4 shows the results of the analysis with regard to “diplomatic importance” and “diplomatic impact.” The evaluation reports analyzed in this review included 19 JICA ex-post evaluations. Since JICA’s Evaluation Guidelines and Handbook do not require evaluations from diplomatic viewpoints¹² and due to the sparse descriptions of “diplomatic importance” and “diplomatic impact,” it was considered better not to combine the JICA and MOFA ODA evaluation reports. Therefore, for these items, only the MOFA’s ODA evaluation reports were analyzed in detail.

As Figure 3-4 shows, “diplomatic importance” and “diplomatic impact” were rated almost identically. Overall, “diplomatic importance” and “diplomatic impact” were mentioned in almost all the ODA evaluation reports, with “diplomatic

¹² The MOFA’s ODA evaluation reports are instructed by the “ODA Evaluation Guidelines” and the “ODA Evaluation Handbook” to evaluate the “diplomatic importance” and “diplomatic impact” of the subject ODA policies. Therefore, there is always some reference to them. On the other hand, JICA’s evaluation reports rely on the “JICA Guidelines for Operations Evaluation” and the “JICA Project Evaluation Handbook” to conduct its evaluation, there is no instruction on evaluating “diplomatic importance” or “diplomatic impact.” This difference may be due to the fact that MOFA’s ODA evaluation is basically a meta-evaluation of many ODA projects within a certain scope, while JICA’s ex-post evaluation is an evaluation of individual projects.

importance” at 0.94 and “diplomatic impact” at 0.98.

Figure 3-4 Results of Analysis on “Diplomatic Importance” and “Diplomatic Impact”



Since the distribution of scores ranged from 0.0 to 1.0, the items that were mentioned in terms of “diplomatic importance” and “diplomatic impact” were examined based on the midpoint of 0.5. With respect to “Objectives,” “diplomatic importance” and “diplomatic impact” were mentioned at an overall ratio of 0.68 and 0.65 respectively. They were mentioned most frequently in “Ensuring Japan’s national interests” and “To play a more proactive role for the peace, stability and prosperity of the international community.” As for “Basic Policies,” “diplomatic importance” and “diplomatic impact” were mentioned at a ratio of 0.60 and 0.63, respectively. Among them, “A: Contributing to peace and prosperity through cooperation for non-military purposes” was mentioned more frequently. In terms of “Priority Policy Issues by Region,” “diplomatic importance” and “diplomatic impact” were mentioned at a ratio of 0.76 and 0.76, with the Asian region generally receiving more mentions. For “Implementation Arrangements,” “diplomatic importance” and “diplomatic impact” were mentioned in the item “(a) Information disclosure and promoting understanding of the public and the international community” at a ratio of

0.51 and 0.68, respectively.

5 Review by Sector Classification

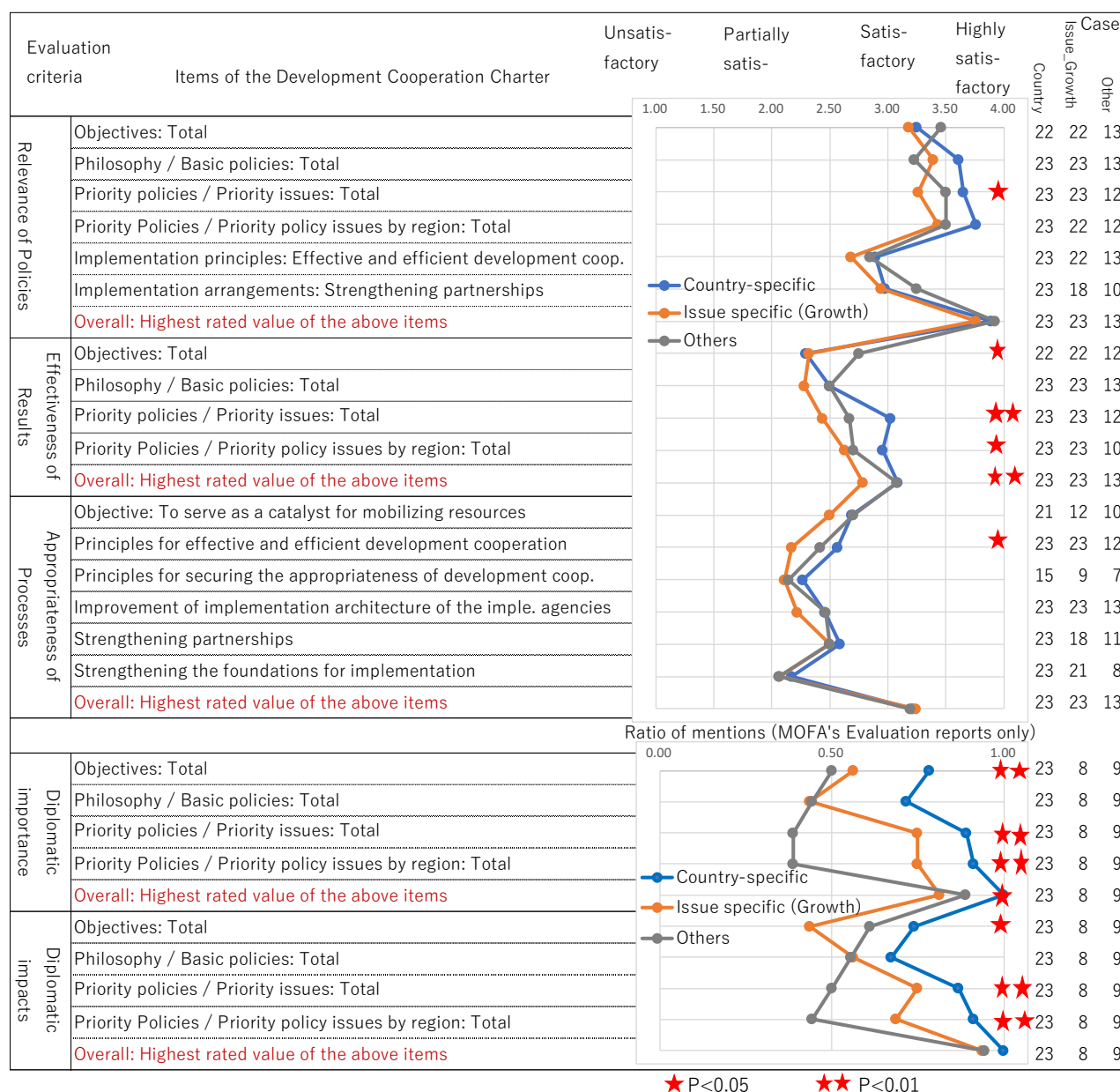
Figure 3-5 shows the results of the analysis of evaluation values by sector classification. The 59 evaluation reports in this review can be categorized in numerous ways, depending on their content. In order to ensure that there are a certain number of cases in each major classification category, and that this number is as equal as possible, the following three classifications were adopted: 1) country assistance evaluation reports (MOFA only) (“Country”); 2) thematic/ sector/ cooperation modality evaluation reports (MOFA) and JICA ex-post evaluation reports on “‘Quality growth’ and poverty eradication through such growth” (“Issue [Growth]”), and 3) other issue evaluation reports and cross-sectoral evaluation reports (“Others”). The classification criteria are based on Table 1-3. In addition, it was decided to look at a slightly larger grouping of items in the Development Cooperation Charter rather than individual items, and those without larger groupings were represented by the highest evaluation value of the overall major items.

In terms of “Relevance of Policies,” the highest rating value for all items was very high for all three groups— close to “highly satisfactory” (4.00). With respect to each major item, differences in classification were seen. The three groups showed a statistically significant mean difference in “Priority Issues,” with “Country” receiving the highest rating.

In terms of “Effectiveness of Results,” there was a statistically significant difference between the overall rating of 3.09 for “Country,” 3.08 for “Others,” and 2.78 for “Issue (Growth).” For “Priority Issues” and “Priority Policy Issues by Region” on the whole, statistically significant differences were found among “Country,” “Others,” and “Issue (Growth)” in descending order of evaluation. On the other hand, for “Objectives,” the scores for “Others” were high, while those for “Country” and “Issue (Growth)” were low.

In terms of “Appropriateness of Processes,” “Country,” “Issue (Growth),” and “Others” had almost the same high ratings of 3.22, 3.24, and 3.19, respectively. However, when looking at each item in the Development Cooperation Charter, their ratings in each category group were lower, and differences by group were also visible. For example, among the “Implementation Principles,” “A: Principles for effective and efficient development cooperation” showed significant differences, with “Country,” at 2.56, “Others,” at 2.42, and “Issue (Growth),” at 2.17.

**Figure 3-5 Results of Analysis of Evaluation Values by Sector Classification
(Average Value of Each Item)**



For “diplomatic importance” and “diplomatic impact,” the calculated values were limited to the MOFA’s ODA evaluation reports. For all items, the mention rate was high in the “Country” category. “Diplomatic importance” and “diplomatic impact” were often considered on a country-by-country basis, which made it easier to evaluate them in the “Country” category. In the “Priority Policies” (“Priority Issues” and “Priority policy issues by region”), the ratios of mentions of “diplomatic importance” and “diplomatic impact” were significantly higher in the “Issue (Growth)” category, followed by the “Others,” and then the “Country” category.

Even achieving poverty reduction through quality growth is the long-term objective, diplomatic effects will emerge even if the projects only contribute to quality

growth first. There was no significant difference between “Issue (Growth)” and “Others” regarding “Objectives” in terms of “diplomatic importance” and “diplomatic impact.” Furthermore, no significant difference was observed between the three groups on “Philosophy” either.

6 Review by Fiscal Year

Figure 3-6 shows the results of the analysis of evaluation values by fiscal year, in which the evaluation was conducted for the major items of the Development Cooperation Charter. The analysis results were based on 40 evaluation reports by MOFA, since the JICA ex-post evaluation reports reviewed only include those projects implemented from FY 2015 onward. In addition, in order to ensure a certain number of cases, calculations were made by combining two fiscal years.

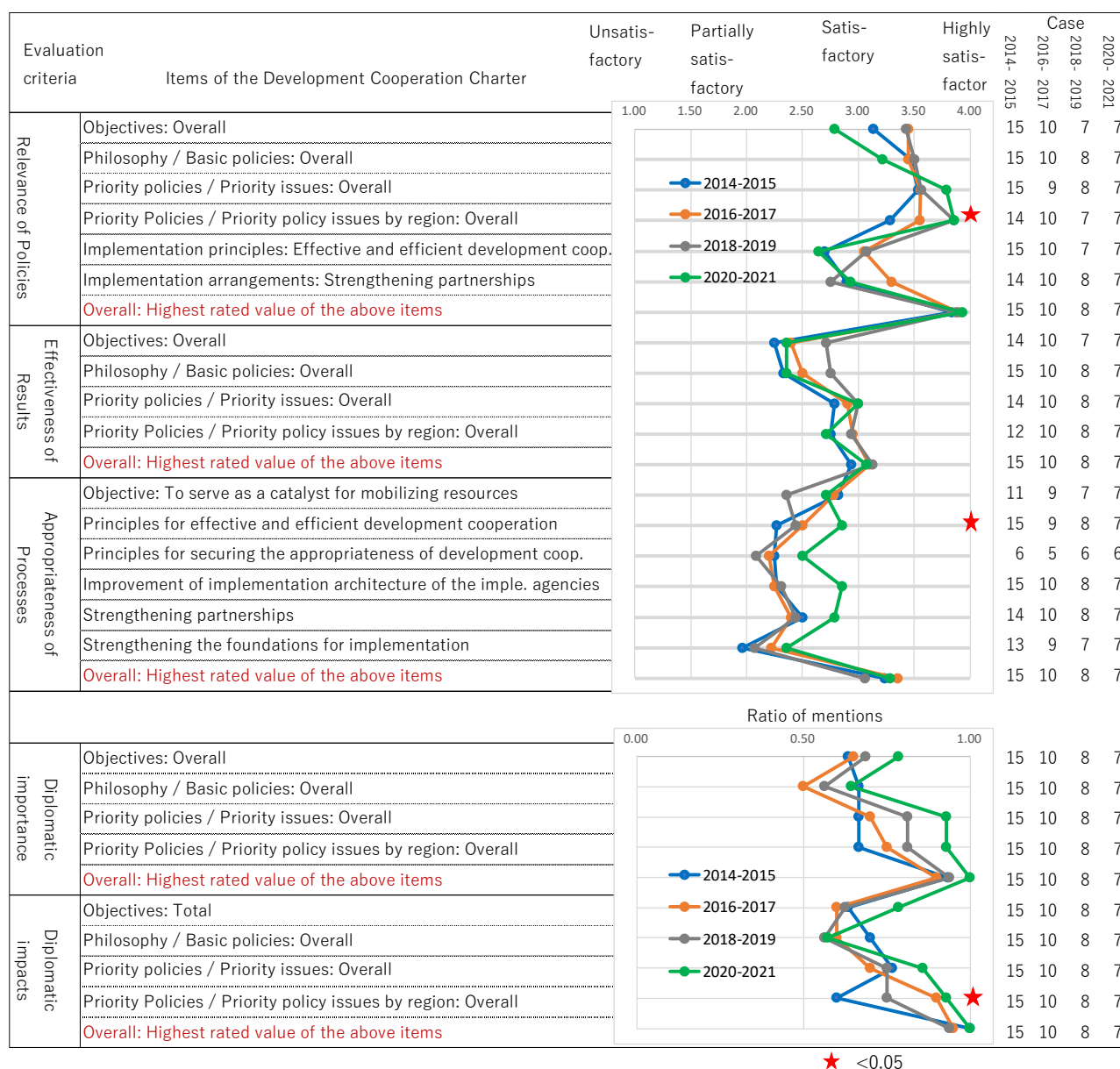
In terms of “Relevance of Policies,” the overall scores were very close to 4.00, with no differences by fiscal year. However, a closer look, for example, in the case of “Priority Policy issues by Region,” overall revealed that there were significant differences in FY 2014–2015 (3.29), 2016–2017 (3.54), 2018–2019 (3.86), and 2020–2021 (3.86). The more recent years the evaluations were conducted as more in line with the Development Cooperation Charter in terms of “Relevance of Policies.”

“Effectiveness of Results” as a whole was close to “Satisfactory” (3.00), with no significant differences by fiscal year. No systematic or significant differences were found for the individual item groups either.

In terms of “Appropriateness of Processes,” the highest rating values for all items were between 3.35 and 3.06, though no significant trend was observed. However, on observing, for example, “A: Principles for effective and efficient development cooperation” under “Implementation Principles,” there was a significant difference between the FY 2014–2015 (2.27), 2016–2017 (2.50), 2018–2019 (2.44), and 2020–2021 (2.86) was noted. Although not uniform, the more recent years were rated as more in line with the Development Cooperation Charter in terms of “Appropriateness of Processes.”

For “diplomatic importance” and “diplomatic impact,” although the overall values were 1.00 or close to 1.00 for all the years, a closer look revealed differences by fiscal year. However, the most significant differences were found in the “Priority Policy Issues by Region” category of “diplomatic impact,” with the smallest value for the FY 2014–2015 and the largest for FY 2020–2021. In general, it was understood that the references to “diplomatic importance” and “diplomatic impact” increased as the years went by.

**Figure 3-6 Analysis of Evaluation Values by Fiscal Year
(MOFA's ODA Evaluation Reports Only; Average Values for Each Item)**



7 On the New Emphasis of the Development Cooperation Charter (2015)

With respect to the new emphasis of the Development Cooperation Charter (2015) compared to Japan's ODA Charter (2003)—Table 2-1 provides a Comparison of Japan's ODA Charter [2003] and the Development Cooperation Charter (2015)—the magnitude of their evaluation scores and changes over time are discussed in this section.

Figure 3-7 shows the chronological changes in the evaluation scores for the items newly highlighted in the Development Cooperation Charter. While Figure 3-6 highlights the changes in the highest rated items within each item group, Figure 3-

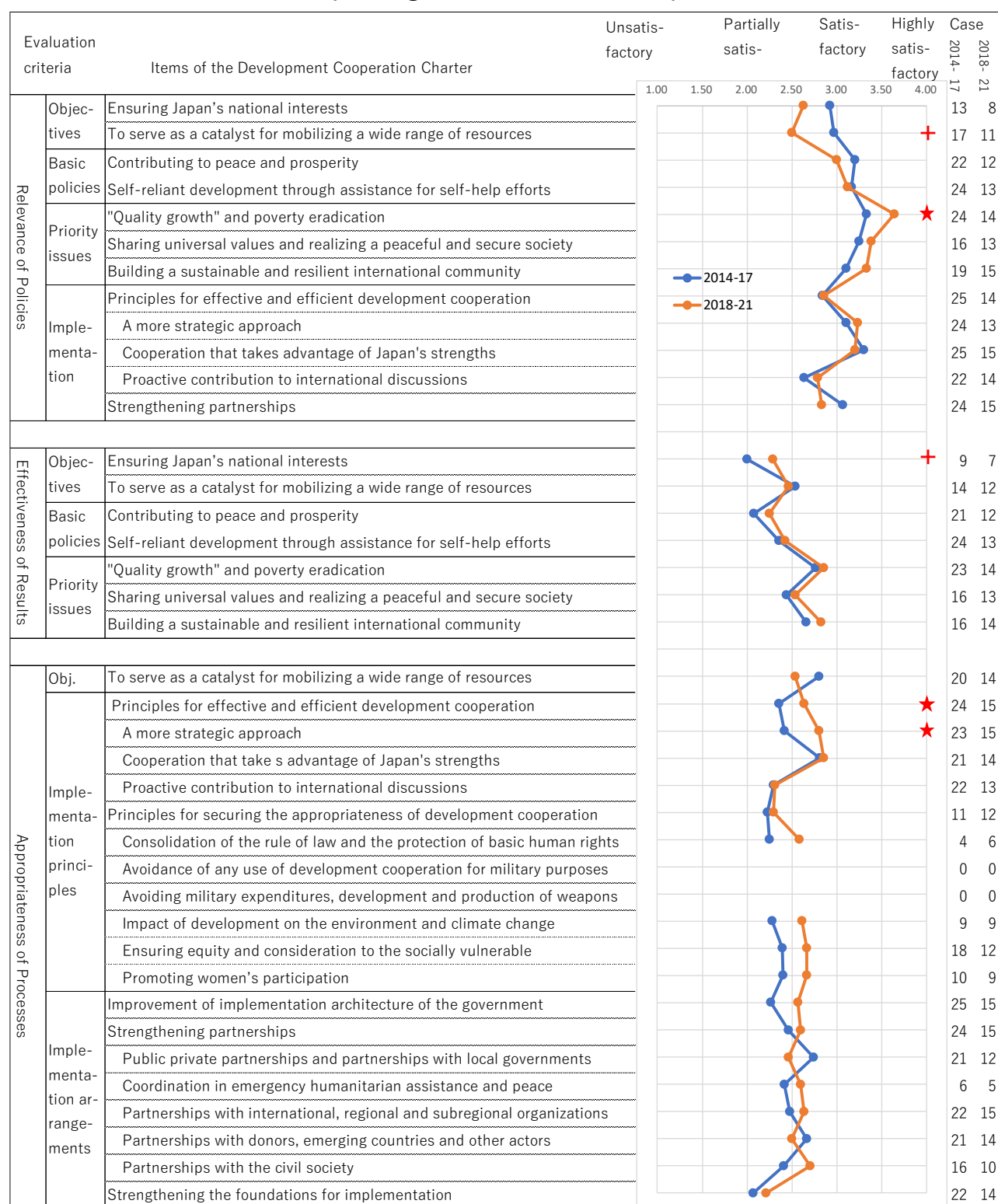
7 does the same for individual items. Therefore, Figure 3-7 generally had lower rating scores. Due to the small sample size for each year, the years in which the evaluation was conducted were divided into two categories: FY 2014–2017 and 2018–2021. In addition, as with Figure 3-6, the analysis was limited to the MOFA reports, since differences by fiscal year were discussed. As there were only a few items with significant differences by fiscal year, the differences that showed a significant trend at the 10% level were marked for reference.

The significant changes over time, and in the expected direction were visible in: “A: ‘Quality growth’ and poverty eradication through such growth” in “Priority Issues” in terms of “Relevance of Policies;” “Ensuring Japan’s national interests” under “Objectives” in terms of “Effectiveness of Results;” “A: Principles for effective and efficient development cooperation” and “(a) A more strategic approach” under “Implementation Principles” in terms of “Appropriateness of Processes.” Although these items were difficult to achieve, each cooperation project attained these objectives and emphasized these perspectives in their evaluations. In terms of “Relevance of Policies,” there was a significant trend in the opposite direction than expected, for the item “To serve as a catalyst for mobilizing a wide range of resources in cooperation” under the “Objectives” section.

Even so, most of the items were not rated high enough, with scores ranging from 3.5 to 2.5 for “Relevance of Policies,” and between 3.0 and 2.0 for “Effectiveness of Results” and “Appropriateness of Processes” for the FY 2018–2021 period.

Taking a closer look at the items under “Implementation Principles” and “Implementation Arrangements” under “Appropriateness of Processes,” the highest ratings for both FY 2014–2017 and 2018–2021 were for “(b) Cooperation that takes advantage of Japan’s strength,” with ratings of 2.81 and 2.86, which were similar. Compared to the other items listed in Figure 3-7, it was seen that in FY 2014–2017, for all “Implementation Principles” items for which data was available, as well as “Implementation Arrangements” items “A: Improvement of the implementation architecture of the government and the implementing agencies,” “B: Strengthening partnerships,” “(e) Partnerships with the civil society” and “C: Strengthening the foundations for implementation,” the rating scores were significantly different at the 1% or 5% level.

Figure 3-7 New Emphasis in the Development Cooperation Charter (2015)
(Average Value for Each Item)



Note: Items of this Table were based on Table 2-1.

+ <0.10 ★ <0.05

However, in FY 2018–2021, the only items that showed significant differences were “(c) Proactive contribution to international discussions” and “B: Principles for securing the appropriateness of development cooperation” in “Implementation

Principles” and “(a) Public-private partnerships and partnerships with local governments,” “(d) Partnerships with donors, emerging countries and other actors” and “C: Strengthening the foundations for implementation” in “Implementation Arrangements.” It was understood that the rating values for many items were not very different from those for “(b) Cooperation that takes advantage of Japan’s strengths.” In this sense, it can be evaluated that the ODA process has been implemented appropriately from a variety of perspectives.

8 Supplemental Information based on Other Materials

(1) Efforts for “Free and Open Indo-Pacific (FOIP)”

As shown in Figures 3-1 and 3-2, the number of evaluations applicable for rating “Relevance of Policies” and “Effectiveness of Results” was relatively small for the two items of the Development Cooperation Charter, namely, “Ensuring Japan’s national interests” under “Objectives” and “Sharing universal values and realizing a peaceful and secure society” under “Priority Issues.” Therefore, information on whether Japan’s development cooperation under the current Charter was consistent with these items and if positive effects were observed, was supplemented with other relevant documents (Note that these two items are mentioned more frequently in “diplomatic importance” and “diplomatic impact,” as shown in Figure 3-4. The diplomatic significance of cooperation with the country/priority issue under evaluation suggests that it contributed to securing national interests).

A foreign policy strongly related to these two items is the Free and Open Indo-Pacific (FOIP), proposed by then-Prime Minister Abe in August 2016. This is one of Japan’s major foreign policy strategies, discussed annually in the Diplomatic Bluebook, and is based on the following three pillars:¹³

- 1) Promotion and establishment of the rule of law, freedom of navigation, free trade, etc.
- 2) Pursuit of economic prosperity by improving connectivity through the development of “quality infrastructure” in accordance with international standards, etc.
- 3) Commitment to peace and stability, including capacity building on maritime law enforcement, disaster relief cooperation, non-proliferation, etc.

Many initiatives related to this strategy have been presented in the White Paper on Development Cooperation, 2017-2021. Its main content is as follows.

Examples of Initiatives	Region	Theme	Sector
JICA’s technical assistance that supported the drafting of civil codes in China, Vietnam, Cambodia, Nepal, and Laos.	Asia	Rule of law	Law and Justice

¹³ Diplomatic Bluebook 2019 Chapter 1.

Dispatch of judicial advisors to Cote d'Ivoire, establishing a call center to provide legal information to citizens, and providing criminal justice training to criminal justice officials in eight West African countries, including Cote d'Ivoire.	Africa	Rule of law	Law and Justice
Provision of patrol vessels and technical cooperation (maintenance and management, human resources development, organizational strengthening) to the Djibouti Coast Guard, which faces the Gulf of Aden off the coast of Somalia, where a series of piracy incidents have occurred; contribution to the International Maritime Organization (IMO) Trust Fund (for the establishment of an information sharing center for anti-piracy measures and a regional training center in Djibouti); contribution to an international trust fund supporting the prosecution of piracy suspects in Somalia and neighboring countries, and to improve its enforcement capabilities.	Africa	Peace and Stability	Maritime security
Support for building maritime law enforcement capacities through the dispatch of experts, training for human resource development, and provision of patrol vessels, coastal surveillance radars, and other equipment to the Philippines, Vietnam, and other countries located along Japan's sea lanes; human resource development through training and the dispatch of experts to Indonesia and Malaysia; and information sharing and cooperative support (dispatch of the Director-General and financial support) on piracy and maritime armed robbery through the Information Sharing Center (ReCAAP-ISC) established in Singapore under the Regional Cooperation Agreement on Combating Piracy and Armed Robbery against Ships in Asia (ReCAAP).	Southeast Asia	Peace and Stability	Maritime security
Development of the Southern Economic Corridor linking the megacities of Ho Chi Minh, Phnom Penh, and Bangkok to the Indian Ocean, the East-West Economic Corridor linking Danang, Vietnam to Laos, inland Thailand, and the Indian Ocean, through Myanmar (road and bridge rehabilitation, enhancement of maintenance and management capacity, introduction of customs clearance system, etc.), the construction of Patimbang Port in Indonesia, development of Sihanoukville Port in Cambodia, Mombasa Port in Kenya, etc.	Asia and Africa	Connectivity and Economic Prosperity	Roads and Bridges and Ports
The urban railway in Thailand, the "Red Line" (connecting the center of Bangkok, the capital, to the airport and neighboring areas, and including the construction of the new Bang Sue Grand Station—a terminal station for long-distance lines), India's Mumbai-Ahmedabad High-Speed Railway (introduction of a bullet train system), etc.	Asia	Connectivity and Economic Prosperity	Railroads
Strengthening telecommunications infrastructure through financing the purchase of optical submarine cables to Palau (co-financing through public-private partnership) in cooperation with the US and Australia and expressing support for telecommunications submarine cable installation projects in the Federated States of Micronesia, Kiribati, and Nauru in order to strengthen their telecommunications infrastructure and promote economic growth.	Pacific island countries	Connectivity and Economic Prosperity	Telecommunications

Source: White Paper on Development Cooperation 2017-2021.

According to the "FY 2021 MOFA Policy Evaluation Report," Japan has also provided support to strengthen law enforcement capacity, which is essential for

realizing the FOIP through community policing, cyber security, and other activities in various countries. The evaluation report also listed “Sharing universal values and realizing a peaceful and secure society” as one of the indicators for measuring “economic cooperation.” Based on the targets and achievements in FY 2018, FY 2019, and FY 2020, the achievement status is reported as “b (considerable progress),” which is in the middle of the five levels.

In addition to the above, the maritime security sector is also considered one of the indicators for measuring “Japan’s basic foreign policy for security,” for “ensuring the safety of maritime traffic in the waters off Somalia, the Gulf of Aden, and Asian waters.” The status of this achievement is also reported as “b.” The report emphasizes that although the number of piracy incidents in both areas is low compared to the peak level, the threat of piracy continues to exist, and continued efforts are necessary in this context.

Looking at the evaluations covered by this review, major activities in this field are also described in the country assistance evaluations of Vietnam, Cambodia, Indonesia, and the Philippines. Specifically, the “Evaluation of Japan’s ODA to Republic of the Philippines” (2019) recommended “clarification of future positioning of assistance in maritime safety” and identified “constructive continuation of assistance in maritime safety” as lessons learned. The report appreciated that the long-standing support to the Philippines—of over 17 years at the time of the evaluation—contributed to building strong trust between the Japanese Coast Guard and the Philippine Coast Guard, in addition to the direct support effects. In addition, the “Evaluation of Cooperation for Legal and Judicial Reform” (2014) states that Japan’s assistance has been effective in establishing governance and the rule of law, and its diplomatic impact was high.

(2) Efforts for Coordination in Peacebuilding/Emergency Humanitarian Assistance and International Peace Cooperation

In addition to the rule of law and maritime security discussed in the FOIP above, “seamless assistance for peacebuilding,” from emergency humanitarian assistance to support for recovery, reconstruction and development in the post-conflict stage is also an important element of “sharing universal values and realizing a peaceful and secure society” under the “Priority Issues.” The achievements and efforts in this field are summarized below from the three perspectives of “human security,” “capacity building of local governments, building resilient societies, and trust building,” and “the humanitarian, development, and peace nexus.”¹⁴ In addition, since there were only a small number of cases of rating for the “coordination in emergency

¹⁴ Based on JICA “JICA Global Agenda – JICA’s 20 Strategies for Global Development Issues: No.11 Peacebuilding.”

humanitarian assistance and international peace cooperation” under “Implementation Arrangements,” which is closely related to the above, the table below shows examples of efforts in this area, too. As shown below, it was confirmed that efforts are made in line with the Development Cooperation Charter in these fields.

Perspective	Examples of Initiatives
Human security	<ul style="list-style-type: none"> ● Grant assistance was provided for health, water sanitation and hygiene, and education assistance for internally displaced persons and neighboring communities in the conflict-affected areas of Rakhine, Kachin, and northern Shan States, Myanmar, in cooperation with the United Nations Children’s Fund (UNICEF). ● Japan contributed to skills development for improving the livelihoods of women, people with disabilities, ex-combatants, refugees, and people affected by conflict through 21 projects in 59 countries/regions in 2021.
Capacity building of local governments, building resilient societies, and trust building	<ul style="list-style-type: none"> ● JICA supports a peaceful coexistence between refugees and host communities in Uganda (capacity-building of local government officials for planning and community development, which reflects the voices of local residents and refugees) ● JICA contributes to social cohesion in Cote d’Ivoire (building trust among residents as well as between residents and the government, through community development, and recovery and rehabilitation of basic social infrastructure)¹⁵
Humanitarian, Development, and Peace Nexus	<ul style="list-style-type: none"> ● Efforts for “seamless assistance for peacebuilding” have been made. In Mindanao, the Philippines, Northern Uganda, and other areas, JICA has been providing comprehensive reconstruction and development assistance for many years, which were started during the emergency humanitarian assistance phase. MOFA has been providing emergency humanitarian assistance through international organizations as the situation demands.¹⁶ ● In refugee assistance, JICA has collaborated with the United Nations High Commissioner for Refugees (UNHCR) to provide assistance that links emergency and reconstruction assistance. For example, in its “Promotion of Rice Development Project” in Uganda, which is the largest African country hosting refugees, JICA’s approach to promoting rice cultivation has been applied to refugee assistance in collaboration with the UNHCR since 2014. JICA has been training both refugees and host communities on the cultivation of NERICA rice, a drought-tolerant upland rice suitable for the African climate. In 2021, about 1,111 households (about 5,000 people) benefited from this project.

¹⁵ JICA “JICA Global Agenda – JICA’s 20 Strategies for Global Development Issues: No.11 Peacebuilding.”

¹⁶ “Evaluation of Japan’s ODA to Republic of the Philippines,” “Country Assistance Evaluation of the Republic of Uganda,” and the MOFA website.

<p>Coordination with the military in international peace cooperation and cooperation through the Japan Self-Defense Forces</p>	<ul style="list-style-type: none"> ● Since 2008, Japan has provided over US\$110 million for projects benefiting peacekeeping training centers in 15 African countries. Japan has also dispatched approximately 60 Japanese lecturers to strengthen the centers' training capabilities and provide training at the facilities. Support for these centers was also provided through UNDP contributions (facility development and training expenses).¹⁷ ● Japan dispatched 240 instructors from the Japan Self-Defense Forces (JSDF) and other government entities to conduct training on the operation of heavy engineering equipment for 333 engineering personnel in eight African and nine Asian countries. This was under the UN Triangular Partnership Project framework, where three parties—the UN, supporting member states, and troop-contributing countries—cooperate to enhance the capacity of uniformed personnel to be dispatched to peacekeeping missions through the provision of training and equipment. In the medical field, Japan initiated life-saving training by the JSDF personnel in 2019. ● Against the damage caused by torrential rains on November 21, 2019, in Djibouti, a JSDF unit deployed in Djibouti for anti-piracy operations off the coast of Somalia and in the Gulf of Aden carried out an International Disaster Relief Operation in response to a request by the Government of Djibouti. The JSDF unit undertook water pumping and restoration works at primary and middle schools. The schools were reopened on December 1, 2019. The unit also transported emergency relief goods in their vehicles, distributing approximately 4.3 tons of tents, blankets, and other items provided by the Government of Japan, through JICA, to the flood victims.
<p>Coordination with International Organizations</p>	<ul style="list-style-type: none"> ● As a member of the Organizational Committee of the UN Peacebuilding Commission, Japan has communicated the importance of the initiative and contributed US\$57.7 million to the UN Peacebuilding Fund, as of December 2021. ● Japan has provided Emergency Grant Aid through international organizations that provide emergency assistance to victims of natural disasters and conflicts, refugees, displaced persons, etc. (According to "Evaluation of Humanitarian Assistance in Case of Emergency" (2014), 74% of FY2012 Emergency Grant Aid was provided through international organizations, etc.) ● In 2021, a total of US\$19 million was provided as Emergency Grant Aid through the UN World Food Programme (WFP), UNHCR, International Organization for Migration (IOM), UNICEF, International Committee of the Red Cross (ICRC), and other organizations, to support persons displaced by the armed conflict in northern Ethiopia with medical provisions as well as aid supplies such as food and hygiene products, etc.

¹⁷ MOFA, "Evaluation Sheet for Contributions to International Organizations in FY2021," Contributions to the United Nations Development Programme (UNDP) (Support for Peacekeeping Training Centers in Africa), <https://www.mofa.go.jp/mofaj/files/100227919.pdf>

	<ul style="list-style-type: none"> ● Japan is proactively engaged in measures against mines and unexploded ordnance (UXO) (clearance and risk education) through the United Nations Mine Action Service (UNMAS); supported the Center for Humanitarian Demining Training in Benin in strengthening landmine disposal training capacity for Central and West African countries in collaboration with UNDP; and supported mine and UXO-risk education in Palestine, Yemen, Central Africa, Chad, South Sudan, Iraq, Ukraine, and Syria, through UNICEF and ICRC since 2015. Japan has also supported measures against mines and UXO through bilateral cooperation in Cambodia, Laos, and Colombia (mine and UXO clearance through the provision of equipment, dispatch of experts, etc.)
Collaboration with NGOs	<ul style="list-style-type: none"> ● Japan provides humanitarian assistance to victims of natural disasters and conflicts, refugees, displaced persons, etc. through the Japan Platform (JPF: an organization that supports and coordinates NGOs' emergency humanitarian assistance activities through a partnership between Japanese NGOs, the business community, and government; there are 43 NGO members as of October 2021). In FY 2020, the JPF implemented 93 projects under 19 programs, including assistance for the humanitarian crises in Iraq and Syria, the Gaza Strip in Palestine, Yemen, and Afghanistan; refugee crises in South Sudan and Uganda; measures against COVID-19; and the locust crisis. ● Japanese NGOs also provide landmine and UXO risk education (through the JPF and Grant Assistance for Japanese NGO Projects).

Source: White Paper on Development Cooperation 2016, 2019–2021.

Looking at the evaluations subject to this review, the ex-post evaluation of JICA's "Project for Improvement of Equipment for Demining Activities (Phase VII)" confirmed its effectiveness and impact, with an overall rating result of "A" (highly satisfactory). The 2014 "Evaluation of Humanitarian Assistance in Case of Emergency" also concluded that Japanese humanitarian assistance had "a significant effect" and high diplomatic importance. The country assistance evaluation of the Philippines, where "Peace and Development in Mindanao" is one of the priority areas of Japanese ODA, concluded that Japan's continuous efforts in this field since the 2000s have been highly effective and highly appreciated by the Philippines. The lessons learned of the report states that the long-term commitment and support for both the peace process and development were effective, with Japanese personnel dispatched to the International Monitoring Team detecting reconstruction and development needs, sharing them with the ODA Task Force, and formulating and implementing Grant Assistance for Grassroots Human Security Projects.

There are few analyses of cooperation through international organizations and NGOs in country assistance evaluation reports and other documents. However, the evaluations conducted by these organizations, such as summative evaluation reports of the projects of three organizations for the humanitarian crisis in Afghanistan through the JPF, show that they produced outputs as planned.¹⁸¹⁹ As for international organizations, MOFA annually releases the “Evaluation of Contributions to International Organizations, etc.” on its website.²⁰ For example, concerning UNHCR contributions, the report states that the organization is engaged in activities that are important for human security and regional stability, and that UNHCR has provided effective and efficient assistance, especially in countries and regions whose security situations make it difficult for Japan to provide bilateral assistance. The contribution to foreign policy was given the highest rating of “s” (very high) on a five-point scale, the achievement of activities was given “a” (target achieved), and the overall rating was “A+” (second out of nine levels).²¹

The number of armed conflicts worldwide has been on the rise since 2015, reaching a record high of 56 in 2020. The number of forcibly displaced persons worldwide is also the largest ever, at 82.4 million. In addition, although conflicts and riots temporarily decreased during the COVID-19 lockdown and other factors related to the pandemic, they are reportedly on a worsening trend, due to dissatisfaction with the government response and economic stagnation, which have intensified pre-existing social conflicts.²² Since the number of conflicts and refugees is affected by various global factors, it is difficult for cooperation by one country like Japan to have a quantitative impact. Even so, it is necessary to continue peacebuilding efforts, by strengthening partnerships with other actors.

(3) Four Items in “Implementation/ Implementation Principles”

As shown in Figure 3-3, the following four items under the “Implementation Principles” of the Charter were subject to the “Appropriateness of Processes” rating. Still, the number of applicable evaluations was either zero, or significantly low. As discussed later, there were similarly, few cases in the recommendations and

¹⁸ Each UN agency and JPF website has a page that compiles evaluation reports. The JPF evaluation reports, including the Afghanistan program, can be found at Japan Platform/ Program Reports (Japanese) <https://www.japanplatform.org/programs/reports.html>

¹⁹ In FY 2021, the third-party evaluation of individual projects of the Grant Assistance for Japanese NGO Projects also started. MOFA / Grant Assistance for Japanese NGO Projects (Japanese) https://www.mofa.go.jp/mofaj/gaiko/oda/shimin/oda_ngo/shien/j_ngo_musho.html

²⁰ MOFA, “Evaluation of Contributions to International Organizations, etc.” (Japanese). This does not include emergency grant aid, as described in the table above. https://www.mofa.go.jp/mofaj/ms/pe_ar/page24_001925.html

²¹ MOFA, “Evaluation Sheet for Contributions to International Organizations in FY2021,” Contributions to the United Nations High Commissioner for Refugees (UNHCR). (Japanese) <https://www.mofa.go.jp/mofaj/files/100227936.pdf>

²² JICA “JICA Global Agenda – JICA’s 20 Strategies for Global Development Issues: No.11 Peacebuilding” and “JICA Global Agenda for 11. Peacebuilding.”

lessons learned. Therefore, the information was supplemented from the relevant materials on the efforts to address these issues. The four items are:

- “Avoidance of any use of development cooperation for military purposes or for aggravation of international conflicts”
- “Situation regarding military expenditures, development and production of weapons of mass destruction and missiles, export and import of arms, etc.”
- “Preventing fraud and corruption”
- “Security and safety of development cooperation personnel”

Avoidance of any use of development cooperation for military purposes or for aggravation of international conflicts	<ul style="list-style-type: none"> ● Since 2016, reports have been made to the Development Project Accountability Committee regarding projects involving military personnel, in April of each year. For example, at the 62nd meeting (April 2022), MOFA explained to the committee that: 1) there were 21 military-related ODA projects approved in FY 2021 in which military participation was discovered after the project was formed, and which were not reported before implementation because they were similar to previously reported projects. There was no problem of principle violation with regard to the projects’ purpose, objective, target group, content, and outcome; 2) 15 past military-related ODA projects monitored by embassies and JICA offices in the previous fiscal year were in compliance with the principle of avoidance of military use.²³ ● The possibility of military use of new projects was discussed at the Development Project Accountability Committee meetings. MOFA explained its policy, which includes confirming the actual status of the recipient organizations in the preparatory survey, requesting the recipient government to specify in the exchange of notes that the support will be used for the project purposes and not military purposes, and conducting ex-post monitoring. At the 62nd meeting, in response to the Committee members’ comments, MOFA indicated that it would include this issue in the Project Briefs for those projects related to the avoidance of development cooperation for military use and for aggravation of international conflicts stated in the Development Cooperation Charter.
Situation regarding military expenditures,	<ul style="list-style-type: none"> ● Japan provides development cooperation bearing in mind the situation in recipient countries regarding military expenditure, development and production of weapons of mass destruction and missiles, and export and import of arms, etc. This is done to maintain

²³ Examples include the participation of national military personnel and officials of organizations under the Ministry of Defense in airport safety improvement projects, human resource development projects related to weather radar utilization and marine environmental protection such as oil control response, and cooperation to strengthen maritime rescue and crime response capabilities. See the following website for the report and meeting minutes (Japanese): MOFA Website/ The Development Project Accountability Committee. https://www.mofa.go.jp/mofaj/gaiko/oda/about/kaikaku/tekisei_k/index.html

development and production of weapons of mass destruction and missiles, export and import of arms, etc.	<p>and enhance international peace and stability, including the prevention of terrorism and the non-proliferation of weapons of mass destruction, and is based on the position that developing countries should allocate their resources appropriately and preferentially for their own socioeconomic development (White Paper on Development Cooperation 2017).</p> <ul style="list-style-type: none"> ● Disarmament and non-proliferation were among the topics discussed during bilateral meetings with Iran, Pakistan, and Latin American countries (FY 2020 MOFA Policy Evaluation Report). ● In the Country Development Cooperation Policy for Iran, the implementation of the nuclear agreement is regarded as a point to be considered (Country Development Cooperation Policy for the Islamic Republic of Iran, July 2017). ● At the 59th Development Project Accountability Committee meeting, there was a discussion on how the Western Sahara issue was taken into account in providing assistance to Morocco for improving a fishery port. ● According to MOFA, although a specific explanation of how this principle is followed is not provided in public documents, the situations of partner countries are monitored, reviewed, and judged when formulating Country Development Cooperation Policies and individual projects.
Preventing fraud and corruption	<ul style="list-style-type: none"> ● Based on lessons learned from past fraudulent practices, MOFA and JICA have taken measures to enhance their monitoring systems, such as “strengthening the function of the Consultation Desk on Anti-Corruption” and “expanding third-party checks,” as well as measures to reinforce penalties, such as “increasing the maximum period for suspension measures,” “raising the amount of penalty charges for breaching contracts,” and “introducing a point-deduction system on corporations that repeatedly engage in serious fraudulent practices.” Furthermore, in 2018, the criteria regarding measures taken against corporate groups involved in fraudulent practices were revised (e.g., “expanding the scope of targets for suspension measures” to the corporate groups of suspended companies and organizations and successors of business transfer during the term of the imposed measures) (White Paper on Development Cooperation 2020 and 2021).
Security and safety of development cooperation personnel	<ul style="list-style-type: none"> ● In response to the global outbreak of COVID-19, MOFA and JICA supported the return and re-departure of people involved in international cooperation projects, including the Japan Overseas Cooperation Volunteers (JOCVs) who had been working on the ground in development cooperation around the world. ● After the terrorist attack in Dhaka, Bangladesh, in July 2016, MOFA

	<p>and JICA have been working to implement safety measures described in the “Final Report” released as a result of the review by the Council on Safety Measures for International Cooperation Projects (this includes strengthening the collection, analysis, and sharing of threat information; code of conduct of project partners and NGOs; physical and non-physical protective measures, and strengthening training and drills; post-crisis response; and raising crisis management awareness and improving the organizational structure of MOFA and JICA²⁴).</p> <ul style="list-style-type: none"> ● After the Taliban’s entry to Kabul in August 2021, MOFA provided assistance such as issuing visas and arranging airline tickets for all Japanese and local staff of the Japanese Embassy in Afghanistan and the JICA Afghanistan office, etc., who wished to evacuate. More than 500 Afghans working in these Japanese institutions arrived in Japan by the end of January 2022. <p>(Above, White Paper on Development Cooperation 2021)</p> <ul style="list-style-type: none"> ● The achievement level of this item in the FY 2021 MOFA Policy Evaluation Report was “a” (target achieved), the second on a five-point scale.
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9 Conclusion

The 59 ODA evaluation reports for FY 2014–2021 were meta-analyzed based on the criteria in Tables 1-4 and 1-5, from the perspective of ODA evaluation according to the items in the Development Cooperation Charter (2015). Based on the highest-rated values in the major items of the Charter, a high degree of consistency was found for “Relevance of Policies,” positive effects were found for “Effectiveness of Results,” and “Appropriateness of Processes” was judged to have been implemented appropriately. There was also considerable mention of “diplomatic importance” and “diplomatic impact.” However, judging “Relevance of Policies,” “Effectiveness of Results,” “Appropriateness of Processes,” “diplomatic importance,” and “diplomatic impact” in the context of each major and individual item listed in the Charter, it was not possible to rate all items as highly as the highest-rated values in the major items.

The overall score for “Relevance of Policies” was 3.85, which was close to the “highly satisfactory” score (4.00). For the major items, the results were “Priority Policy Issues by Region” at 3.59, “Priority Issues” at 3.47, “Basic Policies” at 3.44, and “Objectives” at 3.27, indicating that the more specific the description of the Development Cooperation Charter, the higher the relevance. When many items were comprehensively included for each major item, it was unlikely that “Relevance

²⁴ FY2021 MOFA Policy Evaluation Report.

of Policies” for all would display a high degree of relevance; therefore, some items tended to be rated lower with respect to the evaluation score.

The overall score for “Effectiveness of Results” was 2.97, which was close to “satisfactory” score (3.00). Items with high scores for “Relevance of Policies” generally also had high scores for “Effectiveness of Results.” By major item-category, “Priority Policy Issues by Region” scored 2.78, “Priority Issues,” 2.72, “Basic Policies,” 2.42, and “Objectives,” 2.40, indicating that the more specific the description in the Development Cooperation Charter, the higher the effectiveness of the outcome. In cases where direct outcomes occurred, but not indirect and final outcomes (impact), the degree to which these outcomes are evaluated as a whole depends not only on the policy/project concerned but also on the evaluator. This may be a reason why “Effectiveness of Results” was, on average, judged modestly.

The overall score for “Appropriateness of Processes” was 3.22, which was higher than the “satisfactory” score (3.00). By major item, “B: Strengthening partnerships” in “Implementation Arrangements” received a score of 2.54, while “A: Improvement of the implementation architecture of the government and the implementing agencies” and “C: Strengthening the foundations for implementation” scored 2.36 and 2.12, respectively, indicating that their implementation was “partially satisfactory” (2.00) or higher. Some items were rated higher, such as “(d) Partnerships with donors, emerging countries and other actors” at 2.66 and “(c) Partnerships with international, regional and sub regional organizations” at 2.63. Under “Implementation Principles,” “A: Principles for effective and efficient development cooperation” and “B: Principles for securing the appropriateness of development cooperation” received scores of 2.38 and 2.19, respectively, while some of the items received relatively higher ratings, such as “(b) Cooperation that takes advantage of Japan’s strengths” at 2.75. However, there was still much room for improvement.

In terms of “diplomatic importance” and “diplomatic impact,” there was an overall mention rate of 0.94 and 0.98, respectively. With respect to “Objectives,” “diplomatic importance” and “diplomatic impact” were mentioned at an overall rate of 0.68 and 0.65, respectively. As for “Basic Policies,” the mention rates of “diplomatic importance” and “diplomatic impact” were 0.60 and 0.63 respectively. Under “Implementation Arrangements,” “diplomatic importance” and “diplomatic impact” were mentioned at a rate of 0.51 and 0.68, respectively, for “(a) Information disclosure and promoting understanding of the public and the international community.”

With respect to the new emphasis of the Development Cooperation Charter (2015) compared to Japan’s ODA Charter (2003), most of the items were not rated

highly, with scores for the FY 2018–2021 period ranging from 3.5 to 2.5 for “Relevance of Policies” and 3.0 to 2.0 for “Effectiveness of Results” and “Appropriateness of Processes,” respectively. While these ratings were not necessarily high, there has been a trend toward improvement in many items during this period.

Through the above analysis, it was understood that, although the Development Cooperation Charter has a lot of content, the same is not always clearly and structurally described. Therefore, it was not easy to judge the degree of conformity, such as “Relevance of Policies,” “Effectiveness of Results,” and “Appropriateness of Processes,” from individual evaluation reports, based on the analytical viewpoint of the descriptions in each item. In order to increase the evaluability, the following ideas to revise the Development Cooperation Charter in the near future may be effective. For example, a clearer understanding of the overall structure can be achieved by making the interrelationships between “Objectives and Philosophy” and “Priority Policies and Implementation” clearer. The document contains many items that should be considered in the areas of “Implementation policies” and “Implementation arrangements.” However, by separating the items that should be considered depending on each project from those that must be considered in all, the ODA’s goals can be clarified. This will be useful in formulating subordinate policies and in future evaluations. In addition, it is fundamentally important to annotate terms that are open to interpretation, and to use easy-to-understand text throughout.

Furthermore, there were a few observations for improvement in conducting ODA evaluation work. In policy-level ODA evaluation, the three perspectives of “Relevance of Policies,” “Effectiveness of Results,” and “Appropriateness of Processes” are evaluated from a development perspective. However, there was a large difference in the way the evaluation was conducted by different evaluators. The current ODA Evaluation Handbook describes the policy-level ODA evaluation method, including the factors to be considered and verified for each of the three perspectives mentioned above. While it is generally assumed that those who conduct evaluation work consciously or unconsciously rate each group of factors and then assign some weight to each in order to arrive at an overall rating, the manner in which this process is described varies. If the evaluation report described the procedures and results of rating each factor to be considered—for example, in the case of “Relevance of Policies,” rating regarding consistency with Japan’s higher-level policies, international priorities, and the development needs of partner countries, Japan’s comparative advantage, etc.—the validity of the evaluation results would be enhanced.

In addition to the traditional verification methods for “Relevance of Policies,”

“Effectiveness of Results,” and “Appropriateness of Processes,” it is suggested that the evaluation be conducted from the perspective of each item in the Development Cooperation Charter, as done in this report. Of course, since the subjects of ODA evaluation vary, this may be difficult to implement uniformly, even if directed in the ODA Evaluation Handbook. However, when publicly announcing bids of ODA evaluation projects, it may be possible to request an evaluation from the perspective of specific Charter items related to the project, if necessary, in the instructions. If the results of such evaluations are accumulated, it will be easier to meta-evaluate the results of policies and projects to be implemented under the next Development Cooperation Charter, from the perspective of the Charter. Some of the Development Cooperation Charter items were not mentioned in the targeted evaluations. This may be due to uneven distribution of the targets of the evaluation conducted during the period under review, as described in Chapter 1.

As a result of reviewing related documents for items in the Charter that were not much mentioned in the target evaluation, it was confirmed that, concerning “Ensuring Japan’s national interests” under “Objectives” and “Sharing universal values and realizing a peaceful and secure society” under “Priority Issues,” various efforts, including cooperation in law and justice and maritime security, have been made in relation to the promotion of the FOIP. These are consistent with the Development Cooperation Charter and have had positive effects. In addition, progress was also confirmed in peacebuilding and coordination in emergency humanitarian assistance and international peace cooperation.

As for the items under the “Implementation Principles,” the Development Project Accountability Committee reported the progress on “Avoidance of any use of development cooperation for military purposes or for aggravation of international conflicts,” while the White Paper on Development Cooperation and the MOFA Policy Evaluation Report did the same on “Preventing fraud and corruption” and “Security and safety of development cooperation personnel.” On the other hand, there were limited descriptions of specific efforts on the “Situation regarding military expenditures, development and production of weapons of mass destruction and missiles, export and import of arms, etc.,” in published materials.

Therefore, in the future, it will be desirable to incorporate the items of the Development Cooperation Charter that are not fully covered in the current ODA evaluation into the scope of the ODA evaluation, as described above.

Chapter 4: Classification of the Recommendations and Lessons Learned from the ODA Evaluation Reports

1 Review from the Viewpoint of the Development Cooperation Charter

As a result of the review of the subject evaluation reports, 320 recommendations and lessons learned were extracted. Among these, excluding the 35 from the JICA ex-post evaluation reports that were related to individual projects, 285 recommendations and lessons learned were selected (MOFA's country assistance evaluation: 154, MOFA's thematic/cooperation modality evaluation: 110, JICA's ex-post evaluation: 21). These were organized by six major items and 42 items of the Development Cooperation Charter.

(1) Classification by the Development Cooperation Charter's Major Items

The results of the classification of the 285 recommendations and lessons learned according to major items of the Development Cooperation Charter's reveal that the largest number of recommendations were related to "5. Implementation Principles," which accounted for about 42% of the total. The detailed breakdown was as follows: "1. Objectives" (8 cases or 3%); "2. Basic Policies" (15 cases or 6%); "3. Priority Issues" (41 cases or 14%); "4. Priority Policy Issues by Region" (14 cases or 5%); "5. Implementation Principles" (123 cases or 42%); and "6. Implementation Arrangements" (85 cases or 30%).

(2) Classification by the Development Cooperation Charter's Items

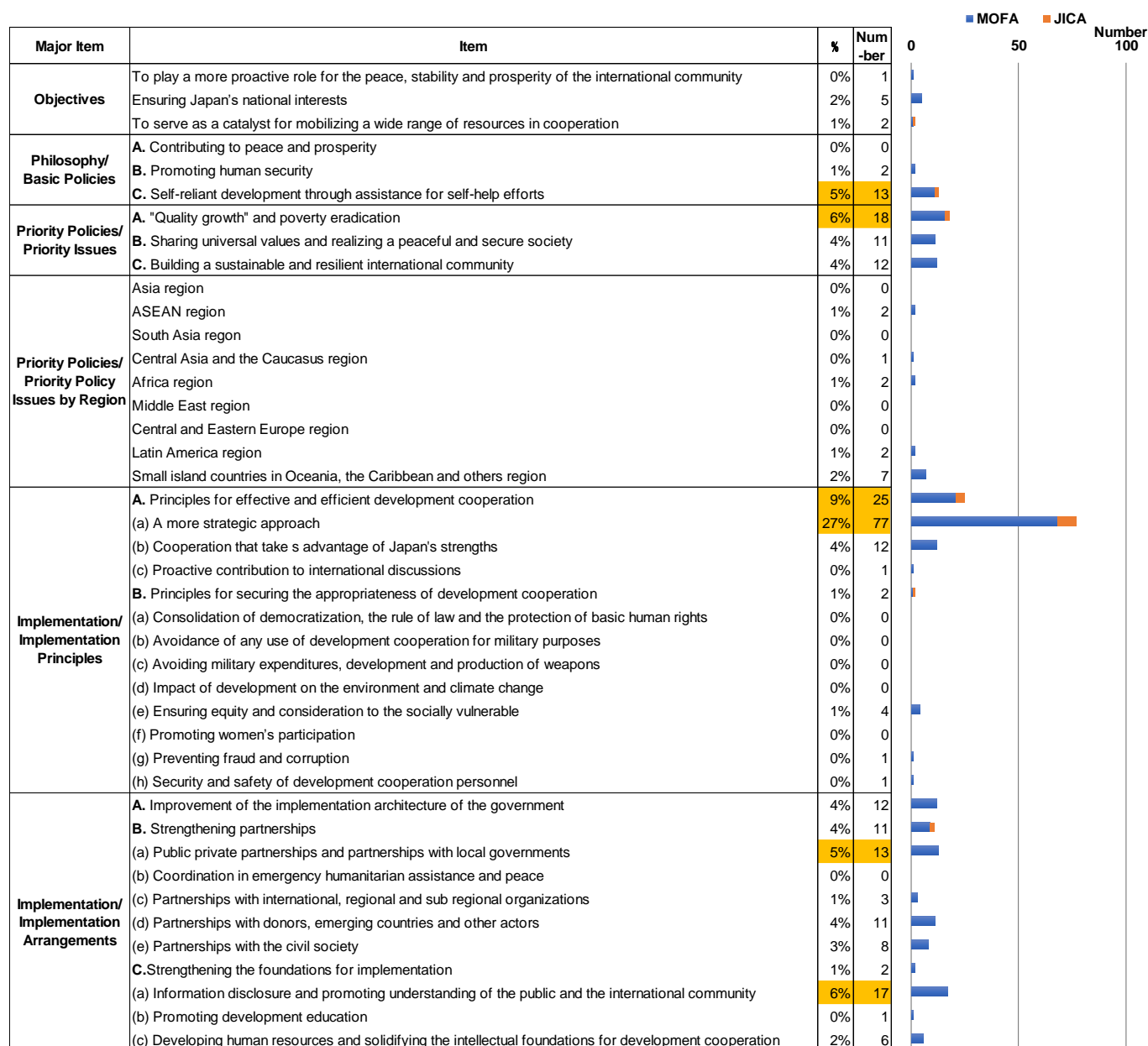
The results of the classification of the 285 subject recommendations and lessons learned according to the items in the Development Cooperation Charter are given in Figure 4-1. Table 4-1 shows the top five items in terms of the number of recommendations and lessons learned. Recommendations and lessons learned relating to more than one item are categorized by the most relevant one.

**Table 4-1 Top 5 Items in the Development Cooperation Charter
in terms of the Number of Recommendations and Lessons Learned**

	Major Item	Item	%	Number
1	Implementation Principles	A more strategic approach	27	77
2	Implementation Principles	Principles for effective and efficient development cooperation (Other than [a] to [c])	9	25
3	Priority Issues	"Quality growth" and poverty eradication through such growth	6	18
4	Implementation Arrangements	Information disclosure and promoting understanding of the public and international community	6	17
5	Basic Policies	Cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan's experience and expertise	5	13
	Implementation Arrangements	Public-private partnerships and partnerships with local governments	5	13

Source: Prepared by the Evaluation Team based on the analysis results.

Figure 4-1: Ratio and Number of Recommendations and Lessons Learned classified by 42 Items in the Development Cooperation Charter



Note 1: The top five items in terms of ratio and number of recommendations and lessons learned are highlighted in yellow.

Note 2: For the recommendations and lessons learned from the JICA ex-post evaluation, those that fall under "5. recommendations and lessons learned on individual cases" are excluded.

Source: Prepared by the Evaluation Team based on the analysis results.

Next, for the top five items with the most recommendations and lessons learned in Table 4-1, the Evaluation Team analyzed the trends in terms of their content for each item in the Development Cooperation Charter, using 24 sub-categories of the FY 2020 MOFA ODA Evaluation "Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies." The details on the 24 sub-categories of recommendations and lessons learned are described below in "2. Categorization of Recommendations and

Lessons Learned.”

The item with the highest number of recommendations and lessons learned was “A more strategic approach” under “Implementation Principles” (77 cases). When referring to “strategic approach” in relation to the Development Cooperation Charter, two dimensions are considered: the strategy to enhance development effectiveness, and strategy based on Japan’s foreign policy. For the 77 recommendations and lessons learned, most of them were considered to fall in the former category.²⁵

In terms of the content of the 77 recommendations and lessons learned, the largest number (27 out of 77 cases) were related to “clarification of strategy and priority,”²⁶ followed by those related to “improvement of monitoring and evaluation” (17 cases). While the recommendations in the former included the continuation/strengthening of existing strategies and priorities (five cases), the majority called for the clarification of existing strategies and priorities (22 cases).

Among the 22 recommendations for clarification of existing strategies and priorities, 11 were from country assistance evaluations, and five of them called for reconsideration of Japan’s long-term cooperation and clarification of its future direction, including exit strategies. The remaining 11 of the 22 recommendations, which were extracted from thematic/cooperation modality evaluation, included those on how to formulate policies specific to the target issue, to strengthen the consistency between policies on target issues and Japan’s high-level policies, and to clarify the policy positioning of specific issues and modality. In the “improvement of monitoring and evaluation,” 11 of the 17 recommendations and lessons learned were from thematic/cooperation modality evaluations, indicating that there is room for improvement in monitoring and evaluation of development impact on specific issues. Table 4-2 illustrates examples of recommendations and lessons learned in terms of “a more strategic approach.”

²⁵ Though some of the extracted recommendations and lessons learned could be considered to relate to the “strategic approach” based on Japan’s foreign policy, these tend to be classified under “Priority Policy Issues by Region.”

²⁶ In line with the FY 2020 MOFA ODA evaluation “Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies,” one of the sub-categories of recommendations and lessons learned is “Clarification of Strategy and Priorities.” While the sub-category points out the ambiguity of the current strategy and calls for a clearer one, the report also includes “Continuation of Strategy and Priorities and Strengthening of Efforts” which calls for the continuation of the priority areas set forth in the current strategy and strengthening of efforts in priority areas to respond to new issues.

**Table 4-2: Examples of Recommendations and Lessons Learned from
“A More Strategic Approach” under “Implementation Principles”**

Item	Examples of Recommendations and Lessons Learned
A more strategic approach	<ul style="list-style-type: none"> • Reexamine long-term support and clarify future directions, including development of exit strategies • Formulate strategies for specific issues (environmental management, industrial human resource development, etc.) and specific schemes (Grant Assistance for Japanese NGO Projects, etc.) • Strengthen consistency between Japan’s high-level policies (Development Cooperation Charter, Education Cooperation Policy, etc.) and those related to target issues • Clarify the position of specific schemes (Japan Overseas Cooperation Volunteers) in the country assistance policy • Strengthen consistency between high-level policies on specific issues (e.g., Education Cooperation Policy) and the country assistance policy/JICA project plans • Recommendations and lessons learned on multi-country and regional cooperation • Synergy effect from strategic inter-scheme collaboration (financial assistance, technical cooperation, JICA Overseas Cooperation Volunteers, other development cooperation projects, etc.) • Synergy effect from the use of various cooperation modalities (program, financial assistance, multilateral cooperation, etc.) • Improvement of monitoring and evaluation • Improvement of speed and predictability of project formation as well as information sharing with partner countries

The second largest number of recommendations and lessons learned was 25, under “Principles for effective and efficient development cooperation (other than [a] to [c])” under “Implementation Principles.” Of these, “Others (improvement of processes and implementation architecture)” accounted for the largest number (7 cases), and the content of other recommendations and lessons learned were also diverse. Table 4-3 shows examples of the recommendations and lessons learned in this context.

**Table 4-3 Examples of Recommendations and Lessons Learned from
“Principles for Effective and Efficient Development Cooperation
(Other than [a] to [c])” under “Implementation Principles”**

Item	Examples of Recommendations and Lessons Learned
Principles for effective and efficient development cooperation (other than [a] to [c])	<ul style="list-style-type: none"> • Strengthening efforts related to fostering ownership • Recommendations and lessons learned on multi-country cooperation • Recommendations and lessons learned regarding cost-consciousness and debt sustainability • Strengthening risk mitigation efforts against ministry reorganization and personnel transfers in partner countries

The third largest number of recommendations/lessons learned (18 cases) was “‘Quality growth’ and poverty eradication through such growth” under “Priority Issues.” Of these, the largest number (6 out of 18 cases) was related to improvements in individual sectors, including agriculture, investment in climate improvement, debt cancellation, and infrastructure development. Next in number (5

out of 18 cases) were recommendations for “continuation of strategy and priority, and strengthening of efforts,” with some noting the significance of Japan’s infrastructure assistance and others suggesting that emphasis should also be placed on assistance for poverty reduction, in order to promote more inclusive growth while promoting the implementation of infrastructure projects. The Evaluation of Japan’s ODA to Timor-Leste pointed out the importance of defining what constitutes “Japan Quality”—quality that is ensured by Japan’s comparative advantage and effective utilization—clarifying the relevant technologies and sectors, and strategically promoting them in the public and private sectors. In the thematic evaluation, multiple recommendations and lessons learned regarding assistance to countries with relatively high incomes were included. Examples of the above are given in Table 4-4.

**Table 4-4 Examples of Recommendations and Lessons Learned from
“‘Quality growth’ and poverty eradication through such growth”
under “Priority Issues”**

Item	Examples of Recommendations and Lessons Learned
“Quality growth” and poverty eradication through such growth	<ul style="list-style-type: none"> • Recommendations and lessons learned on inclusiveness and sustainability • Recommendations and lessons learned on simplification and speeding-up of the project formulation procedure • Pay close attention to the maintenance and management systems of infrastructure assets in the partner countries • Recommendations and lessons learned regarding assistance to countries with relatively high income

The fourth largest number of recommendations and lessons learned (17 cases) was in “information disclosure and promoting understanding of the public and the international community” under “Implementation Arrangements.” The majority of the recommendations and lessons learned (14 cases) were related to strengthening Japan’s ODA public relations, with several pointing out that Japan’s achievements, results, and comparative advantages in specific areas are not fully recognized by partner countries and other donors.

The fifth largest number of recommendations and lessons learned was 13 cases, and the following two items were ranked: “Cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan’s experience and expertise” under “Basic Policies;” and “public private partnerships and partnerships with local governments” under “Implementation Arrangements.” In the former, the most common recommendation was to strengthen cooperation to foster ownership and support self-help efforts in the partner countries. In addition, from the perspective of utilizing Japanese experience and expertise, some suggested expanding study opportunities in Japan and collaborating with the Technical Intern Training Program. Moreover, it should

be noted that in the Evaluation of Japan's ODA to Vietnam, Japan's assistance to Vietnam was indicated to be a good practice that should be shared with Japan's diplomatic missions and the JICA offices in other developing countries.²⁷

In the latter item, that is, "public private partnerships and partnerships with local governments," all 13 recommendations and lessons learned were related to the promotion of partnerships and strengthening efforts with the private sector, including private companies, universities, and NGOs. As the revision of Japan's ODA Charter to the Development Cooperation Charter emphasized the importance of partnerships with diverse actors, including the private sector and civil society, this result indicates the same should be continued further.

(3) Comparison with the 2014 Review

Table 4-5 shows the top five items with the largest number of recommendations and lessons learned in the results of the 2014 Review (covering from FY 2003 to FY 2013) using Japan's ODA Charter, and the result of this review (covering FY 2014 to FY 2021) using the Development Cooperation Charter, respectively.

**Table 4-5: Comparison of the 2014 Review and This Review:
Number of Recommendations and Lessons Learned Classified in
the Items of Japan's ODA Charter/Development Cooperation Charter**

	2014 Review (Total Number: 303) ²⁸			This Review (Total Number: 285)		
	Item	%	Num -ber	Item	%	Num -ber
1	Coherent formulation of ODA policy	13	38	A more strategic approach (Excluding the number of recommendations on monitoring and evaluation for comparison)	27 (21)	77 (60)
2	Partnership and collaboration with the international community	11	33	Principles for effective and efficient development cooperation (other than [a] to [c]).	9	25
3	Information disclosure and public relations	10	29	"Quality growth" and poverty eradication through such growth	6	18

²⁷ Examples includes: (1) transfer of the world's most advanced technologies and tacit knowledge created by Japanese-style management, (2) (not passive but) active commitment to aid coordination, (3) prompt introduction of new trends in international cooperation such as PPP (public-private partnerships), local government partnership, and climate change policies (REDD+, etc.), (4) implementation of flagship projects aimed at transportation nodes that serve as hubs of people's activities such as airports, ports, and arterial roads, together with effective public relations (from the diplomatic viewpoint).

²⁸ In the 2014 Review, among the 515 recommendations and lessons learned extracted from the Japan's ODA Evaluation reports, 303 related to Japan's ODA Charter were identified and categorized. In this Review, 285 recommendations and lessons learned, excluding those related to individual projects in JICA's ex-post evaluation, are categorized according to the items in the Development Cooperation Charter.

4	Strengthening of the functions of field missions in the policy-making process and in implementation	9	28	Information disclosure and promoting understanding of the public and international community	6	17
5	Enhancement of evaluation	7	21	<ul style="list-style-type: none"> Cooperation aimed at self-reliant development through assistance for self-help efforts, as well as dialogue and collaboration based on Japan's experience and expertise Public-private partnerships and partnerships with local governments 	5 5	13 13

Source: Prepared by the Evaluation Team based on the analysis results.

In the 2014 Review, the item with the highest number of recommendations and lessons learned was “coherent formulation of ODA policy” and most were related to clarification of strategy and priority of Japan’s ODA policies, along with strategic coordination among ODA schemes.²⁹ In this review, the highest percentage was for “A more strategic approach,” which seems to be similar to “coherent formulation of ODA policy” of the 2014 Review. However, “A more strategic approach” includes recommendations and lessons learned related to monitoring and evaluation, which was a separate item (enhancement of evaluation) in the 2014 Review. Therefore, excluding the number of recommendations and lessons learned regarding monitoring and evaluation from the “A more strategic approach” in this review, the percentage would be 21% (60 cases), an increase of 8 points from the 13% for “coherent formulation of ODA policy” in the 2014 Review.

On the other hand, considering the content, although 27 of the 60 recommendations and lessons learned in this review were related to “clarification of strategy and priority,” similar to the 2014 Review, the content of the others varied. This comparison suggests that the range of recommendations and lessons learned may be broadening in this review as compared to the previous one.

With regard to information disclosure, the percentage of recommendations and lessons learned in the 2014 Review decreased in this review, from 10% to 6%. However, recommendations and lessons learned observed in this review still included ones related to strategic public relations in partner countries, the same as in the 2014 Review, indicating that information disclosure still continues to be a challenge.

Regarding the fourth (28 cases or 9%) item in the 2014 Review, “strengthening

²⁹ The MOFA Third Party Evaluation Report FY 2014 “Review of Japan’s ODA Evaluations from FY 2003 to 2013”

of the functions of field missions in the policy-making process and in implementation,” the corresponding item in this review—“improvement of the implementation architecture of the government and the implementing agencies”—was ranked in the sixth (12 cases or 4%). While the 2014 Review included recommendations and lessons learned regarding clarification of the role of the local ODA task force in this item, it indicated that the implementation architecture in the field seemed to have improved (the comparison of the 2003–2007 and 2008–2013 periods showed a decreasing trend in number of recommendations and lessons learned for this item). The 2014 Review also noted that the contributing factor to the decreasing trend may include the establishment of the functions of local ODA task force and the development of the new JICA structure since 2008 (Integration of overseas offices of JICA and the Japan Bank for International Cooperation [JBIC] through their integration of overseas economic cooperation operations).

In this review, the number of recommendations and lessons learned related by the local ODA task decreased further (only 2 cases). On the other hand, half of the 12 recommendations and lessons learned called for strengthening the implementation structure of Japan’s overseas embassies and implementing agencies in partner countries. The recommendations and lessons learned, included those on the shortage of personnel in overseas embassies and lack of personnel with expertise in private-sector partnerships and emergency humanitarian assistance, suggest that this is the current challenge.

Other items ranked high in this review: “‘Quality growth’ and poverty eradication through such growth,” “Cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan’s experience and expertise,” and “Public private partnerships and partnerships with local governments” are the viewpoints emphasized at the time of the revision from Japan’s ODA Charter to the Development Cooperation Charter. It is suggesting that these points need to be continuously strengthened and improved upon.

Finally, summing up the items related to “cooperation with various funds and actors,” which was included as a new viewpoint in the revision to the Development Cooperation Charter, the total number of recommendations and lessons learned is 48, accounting for 17% of the total, and holding the second rank in terms of number and percentage. The related items are “to serve as a catalyst for mobilizing a wide range of resources in cooperation with various funds and actors” under “Objectives,” and “strengthening partnerships” under “Implementation Arrangements.” The sum is higher than “partnership and collaboration with the international community” (11%) and “collaboration with aid-related entities” (4%) in the 2014 Review, and this

issue is likely to remain important in the future. Examples of recommendations and lessons learned in terms of “cooperation with various funds and actors” in this review are given in Table 4-6.

**Table 4-6: Examples of Recommendations and Lessons Learned on
“Cooperation with Various Funds and Actors”**

Item	Examples of Recommendations and Lessons Learned
<p>“A catalyst for mobilizing a wide range of resources in cooperation with various funds and actors”</p> <p>“Strengthening partnerships (including [a] to [e] and others)”</p>	<ul style="list-style-type: none"> • Implementation of cooperation to encourage private sector advancement • Strengthen partnerships among development partners • Utilizing South–South Cooperation • Establish a forum for exchange among diverse actors (locally and in Japan) • Establishment of a support system by diverse actors • Development and active use of human resources knowledgeable about Japan • Capacity-building to strengthen partnerships with various actors, allocate officers with expertise to Japan’s overseas embassy and JICA’s overseas office

2 Categorization of Recommendations and Lessons Learned

The recommendations and lessons learned were classified based on the five categories and 24 sub-categories used in the FY 2020 MOFA ODA Evaluation “Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies” (hereinafter referred to as the “2020 Review”) (“Figure 2-2: Category of Recommendations and Lessons Learned” in Chapter 2-2-1: Categorization of Recommendations and Lessons Learned). The category was prepared based on the categories presented in the 2014 Review.³⁰ Since the part of the subject evaluations of the 2020 Review overlapped with this review, the results of the categorization with that of the 2014 Review have been compared.

During this work, some recommendations and lessons learned were difficult to classify into one of the 24 sub-categories, so the sub-category “6. Others” was added to this review (see Table 4-10 below for examples of recommendations and lessons learned that fall under the “6. Others” category). The final categories and sub-categories are given in Table 4-7. Similar to “1 Review from the Viewpoint of the Development Cooperation Charter,” a total of 285 recommendations and lessons learned were selected for the categorization, from the 320 extracted from the subject evaluation reports (excluding the 35 recommendations and lessons learned from JICA ex-post evaluations that fell under the sub-category “5. Recommendations for individual projects”).

³⁰ Some of the wording has been changed, but the classification is the same.

**Table 4-7 Category and Sub-category of
Recommendations and Lessons Learned**

Category	Sub-category
1. Improvement of development cooperation approach	1-1. Clarification of strategy and priority ³¹
	1-2. Introduction of the program approach
	1-3. Cooperation with development partners
	1-4. Promoting consultation and partnership with partner countries
	1-5. Improvement of other development cooperation policies
2. Improvement of development cooperation tool	2-1. Input of high-level policy advisor
	2-2. Addressing “common basket” and financial support
	2-3. Utilization and cultivation of experts and JICA Overseas Cooperation Volunteers (JOCVs)
	2-4. Utilization of south-south cooperation
	2-5. Utilization of grassroots grant aid and grassroots technical cooperation
	2-6. Improvement of grant aid, loan, and technical cooperation schemes
	2-7. Improvement of other development cooperation tools
3. Improvement of development cooperation process and implementation framework	3-1. Recommendations on enhancement of the local ODA taskforce
	3-2. Enhancement of the organizational structure of Japan’s overseas embassies and institutions
	3-3. Enhancement of the Strengthening of the MOFA organizational structure/strengthening of collaboration with development cooperation implementing agencies
	3-4. Recommendations related to the enhancement of ODA public relations
	3-5. Improvement related to monitoring and evaluation
	3-6. Improvement on predictability, transparency, and openness of Japan’s development cooperation
	3-7. Enhancement of policy consultations with counterpart governments
	3-8. Attention to various aspects while formulating development cooperation plans
	3-9. Strengthening collaboration with other actors (NGOs, private companies, etc.)
	3-10. Upgrading and improving implementation guidelines and manuals
	3-11. Sharing of development cooperation know-how and information
	3-12. Others (Improvement of process and implementation framework)
4. Improvement in individual sectors	
5. Recommendations for individual projects	
6. Others	

Source: Prepared by the Evaluation Team by adding “6. Others” to the sub-categories in the FY 2020 MOFA ODA Evaluation “Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies.”

(1) Classification by Category

The results of the categorization of the recommendations and lessons learned (total number: 285 cases) were as follows: “1. Improvement of development cooperation approach” (99 cases or 35%), “2. Improvement of development cooperation tool” (27 cases or 9%), “3. Improvement of development cooperation process and implementation framework” (110 cases or 39%), “4. Improvement in individual sectors” (27 cases or 9%), “5. Recommendations for individual projects”

³¹ In line with the FY 2020 MOFA ODA Evaluation “Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies,” this review also includes “Continuation of strategy and priority and strengthening of efforts” in the sub-category “1-1. Clarification of strategy and priority.”

(0 case or 0%),³² and “6. Others” (22 cases or 8%). The total number of recommendations and lessons learned in “1. Improvement of development cooperation approach” and “3. Improvement of development cooperation process and implementation framework” accounted for more than 70% of the total.

Compared with the 2014 Review, as shown in Table 4-8, there is no significant change in the trend for “1. Improvement of development cooperation approach” and “3. Improvement of development cooperation process and implementation framework,” with each accounting for about 40% of the total. On the other hand, there are decreases in “2. Improvement of development cooperation tool,” “4. Improvement in individual sectors,” and “5. Recommendations for individual projects.” The decrease in “2. Improvement of development cooperation tool” and “4. Improvement in individual sectors” may either be due to the addition of sub-category “6. Others” in this review or the increase of recommendations and lessons learned that do not fall within existing categories. Furthermore, the decrease in “5. Recommendations for individual projects” can be interpreted as a result of the more thorough division of roles, as pointed out in the 2014 Review, where the MOFA ODA evaluation handles policy/program-level evaluations and JICA handles the evaluation of individual projects.

Table 4-8 Comparison of the 2014 Review and this Review by Category

Category	2014 Review (Total number: 515)		This Review (Total number: 285)	
	%	Number	%	Number
1. Improvement of development cooperation approach	35.5	183	35	99
2. Improvement of development cooperation tool	12.6	65	9	27
3. Improvement of development cooperation process and implementation framework	36.3	187	39	110
4. Improvement in individual sectors	15.0	77	9	27
5. Recommendations for individual projects	0.6	3	0	0
6. Others	-	-	8	22

Note: In the 2014 Review, there was no “6. Others” category.

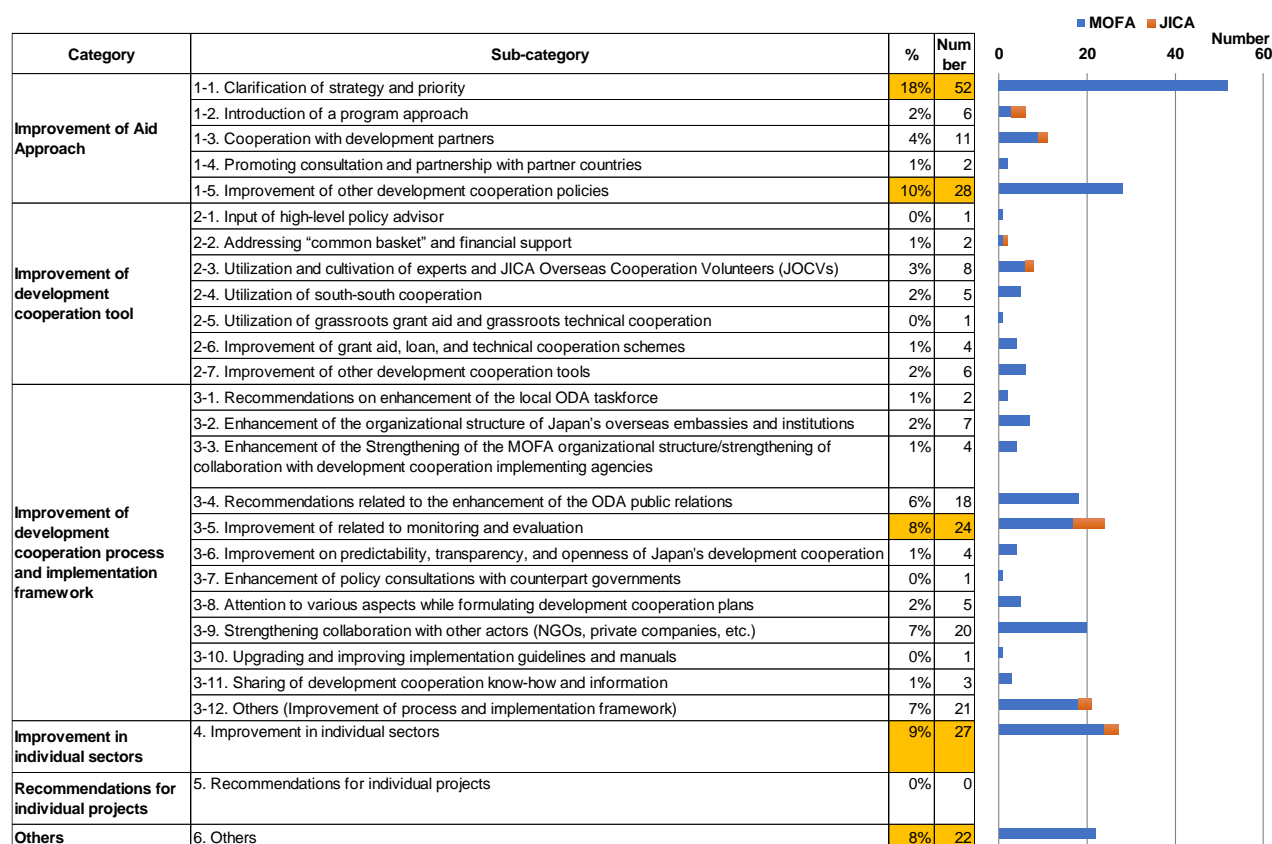
Source: Prepared based on the result of this review and MOFA Third Party Evaluation Report 2014 “Review of Japan's ODA Evaluations from FY 2003 to 2013.”

(2) Classification by Sub-Category

The classification by sub-category is given in Figure 4-2. In case some recommendations and lessons learned are related to more than one sub-category, they are classified into the sub-category that is considered most relevant.

³² As mentioned above, 35 recommendations and lessons learned on individual cases, extracted from the JICA ex-post evaluation reports, were excluded from this review. No recommendations or lessons learned on individual cases were extracted from the country assistance evaluations or thematic/cooperation modality evaluations of the MOFA.

Figure 4-2 Ratio and Number of Recommendations and Lessons Learned by Sub-Category



Note1: The top five in terms of ratio and number of cases are highlighted in yellow.

Note2: The recommendations and lessons learned from the JICA ex-post evaluation were analyzed by excluding those under the sub-category of "5. Recommendations for individual projects."

Source: Prepared by the Evaluation Team based on the analysis results.

In terms of sub-category of recommendations and lessons learned (total number: 285), "1-1. Clarification of strategy and priority" (52 cases or 18%) had the highest percentage, followed by "1-5. Improvement of other development cooperation policies" (28 cases or 10%), "4. Improvement in individual sectors" (27 cases or 9%), "3-5. Improvement of related to monitoring and evaluation" (24 cases or 8%), and "6. Others" (22 cases or 8%).

Next, Table 4-9 compares the results of the 2014 Review with the results of this review for the top five sub-categories in terms of number of recommendations and lessons learned.³³

³³ In Chapter 2-2-2 of the FY 2020 MOFA ODA evaluation "Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies" report, the results of the FY 2014 Review are used to compare the number of recommendations and lessons learned of each sub-category in the country assistance evaluations during FY 2003 to FY 2013, and those during the FY 2014 to FY 2019. On the other hand, this review compares the results of the FY 2014 survey covering FY 2003–FY 2013 country assistance and thematic evaluations, and FY 2014–FY 2021 country assistance, thematic, and cooperation modality evaluations, along with the FY 2017–FY 2019 JICA ex-post evaluations).

**Table 4-9 Comparison of the 2014 Review and This Review:
Sub-Categories of Highest Numbers of
Recommendations and Lessons Learned**

	2014 Review (Total Number: 515)			This Review (Total Number: 285)		
	Sub-category	%	Num-ber	Sub-category	%	Num-ber
1	1-1. Clarification of strategy and priority	18	91	1-1a. Clarification of strategy and priority	9	25
				1-1b. Continuation of strategy and priority and strengthening efforts	9	27
2	3-9. Strengthening collaboration with other actors	8	41	1-5. Improvement of other development cooperation policies	10	28
3	1-2. Introduction of a program approach	6	31	4. Improvement in individual sectors	9	27
4	1-5. Other issues on improving aid policies	6	30	3-5. Improvement of Monitoring and Evaluation	8	24
5	3-5. Improvement of Monitoring and Evaluation	6	29	6. Others	8	22

Source: Prepared by the Evaluation Team based on the analysis results.

In both the 2014 Review and this review, “1-1. Clarification of strategy and priority” was the most common recommendation, with the same ratio. On the other hand, there appears to be a difference in content between the two Reviews. While the 2014 Review’s recommendations and lessons learned pointed out the ambiguity of strategy,³⁴ the ones extracted by this review were divided into two main types: those calling for clarification of strategy and priority; and others calling for the continuation of strategy and priority and the strengthening of efforts.

In this review, the former was mainly increasing development effectiveness. For example, they included recommendations calling for clarification of policy positions of specific-issue projects, articulation of specific approaches to achieve higher goals, clarification of policy targets and setting measurement indicators, greater clarity for the reader, clarification of policy intentions, etc. In the country assistance evaluations, there were multiple recommendations for reconsidering long-term assistance and developing exit strategies. On the other hand, the thematic/cooperation modality evaluations included recommendations for the clarification of consistency between policies targeting specific issues and high-level policies, and the positioning of the target issues/schemes in the country assistance policies.

On the other recommendations and lessons learned for the continuation of strategy/policy and strengthening of efforts accounted for more than half of the sub-category 1-1. While many of them mainly referred to the strategy/priority to enhance

³⁴ Comparative analysis in the “Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies.”

development effectiveness, some also referred to strategy/priority based on Japan's foreign policy. Some of the recommendations referring to strategy/priority to enhance development effectiveness called for continuing and strengthening support utilizing Japan's strengths, suggesting that the cooperation, in line with the Development Cooperation Charter, had been well evaluated. On the other hand, as mentioned earlier, in the Evaluation of Japan's ODA to Timor-Leste, there was a recommendation to clarify what constitutes "Japan Quality."

There were also recommendations regarding the continuation and strengthening of projects for multiple countries in the Mekong region, Eastern Africa, and other regions. In addition, it should be noted that while there were many recommendations calling for continuing and strengthening existing strategies and priorities, there were also calls for clarifying and reinforcing specific viewpoints emphasized at the time of the formulation of the Development Cooperation Charter. This includes, for example, the identification of groups that tend to be left behind in growth, a clear policy for strengthening partnerships with the private sector, an emphasis on support for more inclusive growth, use of diverse cooperation modalities, continued contributions to sustainable economic development and enhanced efforts to strengthen connectivity.

Regarding recommendations referring to strategy and priority based on Japan's foreign policy, some called for the continuation of assistance based on its diplomatic significance (e.g., even in upper middle income countries, if the assistance has a diplomatic significance, it should be continued through various cooperation modalities; in Pacific Island countries, the emphasis should not only be on aid efficiency and the size of the beneficiary population).

"3-5. Improvement of Monitoring and Evaluation," the fourth most common recommendation and lesson learned in this review, increased from 6% in the 2014 Review to 8% in this review. However, since it would be 5% if the JICA ex-post evaluation portion of this review is excluded, it can be said that there is not much difference in terms of a percentage.

The breakdown of the cases in which recommendations and lessons learned on "3-5. Improvement of Monitoring and Evaluation" were found in this review is as follows: 5 from MOFA country assistance evaluations, 12 from MOFA priority issue/scheme evaluations, and 7 from JICA ex-post evaluations. Some of the country assistance evaluations include recommendations and lessons learned on program-level monitoring, while others cover projects for multiple countries, such as the implementation of the Declaration of the Pacific Islands Summit and the cross-organizational evaluation of cooperation in the Mekong region (evaluation of an All-Japan effort). The fact that thematic evaluations were the most common in this sub-

category also suggests that there is room for improvement in the monitoring and evaluation of specific issues. The concerned recommendations and lessons found in JICA ex-post evaluation include monitoring of project implementation and ex-post monitoring of multi-country projects or projects with independent counterparts, as well monitoring of the implementation of policy actions in policy support loans. The review suggests that there may be a need for improvements in multi-country, cross-sectoral, and cross-organizational monitoring and evaluation.

“1-5. Improvement of other development cooperation policies” ranked second in the number of recommendations and lessons learned in this review (increased from 6% in the 2014 Review to 10%). In addition, “6. Others,” which was added in this review, was now ranked fifth, and “3-12. Others (Improvement of process and implementation framework)” increased from 2% in the 2014 Review to 7% in this review. This suggests that there are more recommendations and lessons learned that could not be classified in the existing categories. Table 4-10 shows the examples of recommendations/lessons learned for each of these sub-categories.

Table 4-10: Examples of Recommendations and Lessons Learned on “Improvement of other development cooperation policies,” “Others (Improvement of process and implementation framework)” and “Others”

Sub-category	Examples of recommendations and lessons learned
1-5. Improvement of other development cooperation policies	<ul style="list-style-type: none"> • Timely revision of country assistance policy • Strengthening engagement in improving policies and systems • Recommendations and lessons learned on cooperation for middle-income countries • Strengthening structure for collaboration and partnerships with other actors • Recommendations and lessons learned on multi-country and regional cooperation • Recommendations and lessons learned regarding support for conflict-affected and disaster-affected countries
3-12. Others (Improvement of process and implementation framework)	<ul style="list-style-type: none"> • Recommendations and lessons learned regarding support for conflict-affected and disaster-affected countries • Strengthening the speed of project formulation • Strengthening Strategic inter-scheme collaboration • Strengthening ownership-building efforts
6. Others	<ul style="list-style-type: none"> • Developing and utilizing human resources knowledgeable about Japan • Recommendations and lessons learned regarding assistance to countries with relatively high incomes

3 Conclusion

In the review from the viewpoint of the Development Cooperation Charter, the item with highest number of recommendations and lessons learned was “A more strategic approach” under “Implementation Principles” (77 cases or 27%). This was followed by: “Principles for effective and efficient development cooperation (other than [a] to [c])” under “Implementation Principles” (25 cases or 9%); “‘Quality growth’

and poverty eradication through such growth” under Priority Issues” (18 cases or 6%); and “Information disclosure and promoting understanding of the public and the international community” under “Implementation Arrangements” (17 cases or 6%). The fifth place was awarded to the following two items with same number of recommendations and lessons learned (at 13 cases or 5% each): “Cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan’s experience and expertise” under “Basic Policies,” and “Public–private partnerships, and partnerships with local governments” under “Implementation Arrangements.”

The result of the comparison between the 2014 Review and this review suggests that the percentage of recommendations and lessons learned related to “A more strategic approach,” which was the highest in both reviews, has increased and the range of its content has broadened. In addition, although the ratio of the item related to “disclosure of information”—the fourth most common recommendation/lesson learned in this review—decreased from 10% in the 2014 Review to 6% in the present one, it can be said that public relations related to ODA continue to be a challenge. The fourth most common recommendation in the 2014 Review, “Strengthening of the functions of field missions in the policy-making process and in implementation” was 9%, whereas for “Improvement of the implementation architecture of the government and the implementing agencies,” which is close in content to the previous item, this figure was 4%. The analysis of the content of both items indicates that the challenge has shifted from the clarification of the role of ODA Task Forces to the shortage of the number of personnel and personnel with expertise in private–sector partnerships and emergency humanitarian assistance, in Japan’s overseas embassies.

Furthermore, some of the key elements of the revision of Japan’s ODA Charter to the Development Cooperation Charter, for example, “‘Quality growth’ and poverty eradication through such growth,” “Cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan’s experience and expertise,” and “Public–private partnerships and partnerships with local governments,” were ranked highly in this review. They need to continue to be strengthened and improved.

One of the new viewpoints added in the Development Cooperation Charter was “cooperation with various funds and actors,” and was distributed among multiple items. Combining the number of recommendations and lessons learned of the multiple items relating to “cooperation with various funds and actors,” the total arrived at was 48 cases (17%, equivalent to the second highest in this review). The ratio exceeds that of “Partnership and collaboration with the international community”

and “Collaboration with aid-related entities” in the 2014 Review, and this item is therefore likely to remain an important perspective in the future.

In terms of the classification by sub-category, the top five recommendations and lessons learned were: “1-1. Clarification of strategy and priority” (52 cases or 18%), followed by “1-5. Improvement of other development cooperation policies” (28 cases or 10%), “4. Improvement in individual sectors” (27 cases or 9%), “3-5. Improvement of related to monitoring and evaluation” (24 cases or 8%), and “6. Others” (22 cases or 8%).

On comparing with the 2014 Review, “Clarification of strategy and priority” was the most common recommendation and lesson learned in both the reviews, with the same ratio. On the other hand, while the 2014 Review mainly pointed out the ambiguity of strategies, this review included about the same number of recommendations for “clarification of existing strategy and priority,” and for the “continuation of existing strategy and priority and strengthening efforts.” This suggests the possibility of an increase in recommendations that are different from those in the 2014 Review.

In the area of continuing/strengthening strategy/priority and efforts, there were some recommendations related to continuing/reinforcing support utilizing Japan’s strengths, while others called for clarification of “Japan’s strengths.” Others also included the continuation of assistance based on diplomatic significance, those based on the characteristics of partner countries and regions, and projects in multiple countries. In addition, that some recommendations called for clarifying and strengthening the perspectives emphasized at the time of the formulation of the Development Cooperation Charter (e.g., identification of socially vulnerable groups, strengthening private-sector partnerships, and support for inclusive growth).

“Improvement of monitoring and evaluation,” was ranked fifth in terms of the number of recommendations and lessons learned in the 2014 Review and fourth in this review; with not much significant change. While this review included some recommendations and lessons learned related to program-level monitoring, there were also many related to monitoring and evaluation for multi-country cooperation and target issues.

Finally, recommendations and lessons learned on “Improvement of other development cooperation policies” and “Others (Improvement of process and implementation framework)” have increased since the 2014 Review. In addition, the sub-category of “Others,” which was added in this review, ranked fifth. This suggests that the content range of recommendations and lessons learned was wider than in the 2014 Review.

Chapter 5: Review of the Development Cooperation Charter and Issues to be Considered in the Formulation and Implementation of Future Development Cooperation Policies – Summary of Expert Opinions

To complement the analysis in Chapters 3 and 4, the Evaluation Team collected the opinions of members of the former Advisory Panel on the Review of the ODA Charter and Development Project Accountability Committee, in particular, on perspectives that could not be fully captured by meta-evaluation of the past ODA evaluation reports. This chapter presents an overview of the expert opinions and discusses their implications for the revision of the Development Cooperation Charter.³⁵

The items for which opinions were solicited were: (1) major issues discussed during the revision of the 2003 ODA Charter (only from members of the former Advisory Panel), (2) issues considered particularly important in light of the current international situation (only from Development Project Accountability Committee members), (3) evaluation of ODA implementation and management since the current Charter was formulated, (4) effectiveness of development cooperation projects following the formulation of the 2015 Charter, (5) the relationship between MOFA's ODA evaluation (third-party evaluation) and the Charter, and (6) issues to be considered in future development cooperation policy and implementation, including the revision of the 2015 Charter.

The expert opinions are presented below in the following order: (1) major issues at the time of the last revision/Important issues for the current discussion, (2) status of implementation after the formulation of the 2015 Charter/ Effects of development cooperation projects, (3) the relationship between the ODA evaluation and the Charter, and (4) issues to be considered in the future.

1 Opinions on Major Issues Debated at the Time of the Revision of the 2015 Charter/Important Issues for the Current Discussion

(1) Major Issues Debated at the Time of the Revision of the 2015 Charter³⁶

The expert opinions on this point can be roughly categorized into four aspects. These are generally consistent with the new perspectives introduced in the current Charter given in Table 2-1 in Chapter 2. First, several experts pointed out that the phrase “national interest” had been included in the Charter for the first time.³⁷

³⁵ A total of 10 experts responded in writing (five members from each meeting), and the Evaluation Team also interviewed three of them. As this chapter cannot cover each opinion, they are summarized to show the major issues.

³⁶ Details of how these and other points were discussed during the panel can be found in the minutes of the meetings (Japanese). https://www.mofa.go.jp/mofaj/gaiko/oda/about/kaikaku/taikou_minaoshi/index.html

³⁷ National interest was explicitly mentioned for the first time in the 2015 Charter, although it was also the subject of much discussion during the formulation of the 2003 ODA Charter. The 2003 Charter states: “Japan (...) will

Considering that the term has different meanings, national interest was interpreted as “benefits to the Japanese people at large.” This means that development cooperation requires the participation of all people and should be looked at from a long-term rather than short-term perspective. It is an “investment for the future,” so that peace and stability of the international community leads to prosperity, peace, and security for Japan.

Second is the expansion of the scope of development cooperation. This is related to the change in name, from the ODA Charter to the Development Cooperation Charter. Specifically, the following issues were discussed: 1) diversification and broadening of development issues (not just “development” in the narrow sense, but inclusive of peacebuilding, governance, promotion of basic human rights, humanitarian assistance, etc.); 2) diversification of actors and funding sources or partners for collaboration (partnership with NGOs and civil society, as well as strengthening of partnership with the private sector and local governments, the extent of involvement of military personnel for civilian purposes, partnership with emerging countries, etc.); and 3) expansion of the scope of countries to be supported (including island countries that are vulnerable to climate change, and the possibility of including middle-income countries from the perspective of avoiding the “middle-income trap,” etc.).

Third is the importance of cooperation for non-military purposes and the discussion about the involvement of military personnel in development cooperation. Along with the growing importance of peacebuilding assistance and disaster relief, there were lively discussions on the pros and cons of cooperation with military personnel (both, the JSDF, and military personnel of partner countries). At the time, security legislation was discussed, and several experts raised concerns about the military use of ODA. As a result, the Charter clearly stated, “contributing to peace and prosperity through cooperation for non-military purposes” as the first item under “Basic Policies,” and “avoidance of any use of development cooperation for military purposes or for aggravation of international conflicts” in its “Implementation Principles.” In this way, the Charter included a provision for the case-by-case consideration of military personnel involved in development cooperation for non-military purposes.

Fourth, “‘Quality growth’ and poverty eradication through such growth” was discussed from the viewpoint of aiming for “high quality” growth that is inclusive, sustainable, and resilient, and supporting the self-reliant development of developing countries by addressing poverty issues in a sustainable manner, rather than viewing

proactively contribute to the stability and development of developing countries through its ODA. This correlates closely with assuring Japan's security and prosperity and promoting the welfare of its people.”

the same as a dichotomy between growth and poverty reduction.

(2) Important Issues in light of the Current International Situation

Some of the responses received from the members of the Development Project Accountability Committee correspond to the aforementioned major issues discussed in the last revision of the Charter, while others were newly pointed out. In this context, six issues are summarized below, four of which are related to the last revision, while two are new perspectives.

The first of the issues that coincide with the discussion in the current Charter was the opinion regarding the appropriateness of the three “Basic Policies.” Many experts felt that the “Basic Policies” of the current Development Cooperation Charter remain important, namely “Contributing to peace and prosperity through cooperation for non-military purposes,” “Promoting human security,” and “Cooperation aimed at self-reliant development through assistance for self-help efforts as well as dialogue and collaboration based on Japan’s experience and expertise.”

Second, concerning “national interest” in the broadest sense of the term, several experts opined that development education and public relations should be further promoted to foster public understanding and a sense of membership in the international community, which is also important to secure budgets under the difficult financial situation and to realize development cooperation with the participation of all.

Third, many commented on the broadening of the scope of development cooperation, including the following two areas: 1) diversification and broadening of development issues, or the importance of solving global issues—including decarbonization, health and welfare promotion, and digital transformation—peacebuilding, governance, promotion of fundamental human rights, and humanitarian assistance; and 2) more active promotion of development cooperation through public–private partnerships, while commending its progress and contribution so far. In addition, there were requests for clarification of policies and progress reporting on cooperation with international organizations, regional organizations, other donors, and emerging countries.

Fourth, related to “‘Quality growth’ and poverty eradication through such growth,” some experts commented that the infrastructure export strategy should include new initiatives such as decarbonization and digital transformation. On the other hand, there were concerns about tied aid, the applicability of this approach to developing countries with low debt sustainability, as well as the balance between short-term and long-term national interests. In relation to these points, some experts pointed out the need for an evaluation of “quality infrastructure” assistance.

Fifth, as a new perspective, some commented on the need to rethink development cooperation from the perspective of economic security as geopolitical risks emerge, particularly related to food and energy security, management of sensitive technologies (technologies that can be used for military purposes), stable supply chains, etc. The need to pay attention to the “Free and Open Indo-Pacific (FOIP)” vision was also highlighted.

Sixth, as another new perspective, now that the scope of development cooperation is expanded to include peacebuilding and humanitarian assistance, some questioned the extent to which it is appropriate to expand its scope, in light of the ODA’s principle of cooperation for non-military purposes, particularly if there is a possibility of further cases requiring the involvement of military personnel in development cooperation activities. In this light, it was suggested that a non-ODA budget framework might need to be established.

2 Evaluation of the Status of ODA Implementation and Management after the Formulation of the 2015 Charter and Opinions on the Effects of Development Cooperation Projects

Regarding the effects of the 2015 Charter formulation on actual ODA implementation and management, including development cooperation projects, many experts responded that it was difficult to make an overall judgment. Still, comments on specific issues—both positive evaluations and areas for improvement—were provided based on each expert’s experience.

Positive views can be categorized into two themes.³⁸ The first is the significance of the Charter as the so-called “Constitution of ODA.” For example, it provided a basis for assistance to Ukraine during the February 2022 crisis. It was pointed out that Japan was able to promptly provide various forms of assistance to Ukraine, including ODA loans, because the Charter stipulated the scope of possible cooperation in areas such as peacebuilding and civil–military cooperation.

Second, concerning the status of the development cooperation implementation and management structure, the following points were noted positively: 1) JICA, as the implementing agency, formulated medium-term goals and implemented development cooperation projects under the “quality growth” and “human security” missions, and monitored progress; 2) the Guidelines for Environmental and Social Considerations were applied and used for relevant projects including large-scale

³⁸ In addition, although it is not possible to verify the causal relationship with the Charter, it was pointed out that the ODA budget (general account) has been on a slight upward trend since bottoming out in 2014, and that public support for development cooperation in recent years, according to public opinion polls on diplomacy, has improved since the beginning of 2000, when support for development cooperation declined, with about 30% saying it should be actively pursued and 50% saying the current situation should remain the same.

infrastructure projects; and 3) evaluations from diplomatic viewpoints as specified in the Charter, were included in the ODA Evaluation Guidelines and implemented. It was also noted that 4) individual projects were discussed at the Development Project Accountability Committee, and in particular, the status of compliance with the principle regarding cooperation with the participation of military personnel was regularly reported (see also Chapter 3, 8 (2)).

However, there were also a number of comments requesting further improvements in issues related to implementation and management and their effectiveness. First, some pointed out that the all-around nature of the Charter makes it unclear which of the priority policies need to be fulfilled in order to be judged as effective when multiple policies are involved (for example, when the emphasis is on the national interest in a narrow sense, there may be conflicts with other priority policies). Some commented that while the current Charter is open to a wide range of interpretations, a meaningful evaluation is difficult, unless the principles are further clarified.

Second, some commented that the priorities and resource allocation for cooperation by region, country, and sector are not clear and that it is difficult to assess the Charter's overall implementation status in a cross-sectional manner. Since the scope of development cooperation has expanded to cover a wider range of countries and areas of assistance, it has thus become even more difficult to determine the extent development cooperation that needs to be implemented, in order to be evaluated as in line with the Charter. Some experts called for periodic comprehensive reporting on the implementation status of the Charter. Others suggested that Japan needs to update the Charter and related policies in a timely manner, based on a comprehensive assessment of the changes in Japan itself, situations in partner countries, and changes in the international political and economic environment. Third, there was a suggestion to specify responses to situations that do not conform to the principles outlined in the Charter, such as military expenditures and the human rights situation in partner countries.

There were also comments on individual issues that needed improvement. First, it was pointed out that efforts to develop human resources and structure in the social development field were insufficient (Note: this may be compared to the promotion of quality infrastructure support). Second, there is a concern that the excessive emphasis on FOIP may lead to neglect of countries lagging in achieving the SDGs. Third, concern was also expressed on the trend toward increased civil–military cooperation, such as in maritime security. In this regard, it was suggested that ODA involving military personnel should be examined separately for its use in other purposes, and related risks.

Fourth, some experts commented that quality infrastructure support should be examined from the perspective of development effectiveness. The promotion of “quality infrastructure” under the Infrastructure System Overseas Promotion Strategy was highly praised by some experts as an excellent example of a public–private partnership. At the same time, it was also felt that the focus on short-term infrastructure exports may have encouraged tied aid and that while ODA loans can be provided to a few Asian countries with debt sustainability, the question on the possibility of applying this approach to countries and regions that do not have such capacities remains. Some suggested that third-party evaluations should be conducted. It was also suggested that quality infrastructure should include not only large-scale infrastructure but also digital transformation and technologies for decarbonization (e.g., energy transition).

3 Opinions on the Relationship between ODA Evaluation and the Charter

While most of the comments were positive about the significance of conducting ODA policy-level evaluation (third-party evaluation), including the review at the time of the Charter revision, three viewpoints were raised regarding the evaluation method that needs to be improved. These points are related to the strategic aspect of ODA policy-level evaluation.

The first is to strengthen the strategic selection of topics for ODA evaluation. So far, the third-party evaluations have not necessarily captured important policies from the Development Cooperation Charter, new perspectives added, and issues that became controversial in the Charter revision. Several respondents pointed out that it is necessary to select evaluation themes based on their relationship with the Charter.

The second view is to improve the timing and process of ODA evaluation. Ideally, the ODA policy-level evaluation and those at relevant implementing agencies should be conducted before establishing the Advisory Panel on the Revision of the Charter. The results should be used as a reference for the pros and cons of the Charter revision and proposed items to be reviewed. Some suggested that the timing and process should be improved so that the results of the ODA evaluation contribute to the discussion of the Charter revision in a timely manner. For this, the report should be published promptly and thereby be referred to at the Advisory Panel meeting and public hearing.

The third recommendation was with regard to entity/system that conducts the ODA evaluations. The question of whether ODA evaluations are conducted in a way that is widely understood by the public was raised. Some suggested that a policy-level evaluation by a third party from a fair and neutral standpoint, or the people’s

view should be conducted, especially if the purpose of ODA is to benefit the public at large (i.e., the national interest).³⁹

4 Opinions on Issues to be Considered in the Charter Revision and Future Development Cooperation Policies and Implementation

Based on the above, the experts provided a wide range of opinions and recommendations on issues to be considered in the future. These are summarized in the following eight points.

The first point calls for clarification of the Charter's relationship with national and foreign policy strategies. There was a suggestion that the relationship between these policies—for example, between the National Security Strategy and development cooperation policies—should be clarified. The need to consider the difference in time frames between the two (the latter having a longer-term perspective) was also pointed out. In addition, while it was opined that development cooperation should be implemented with economic security and FOIP perspectives in mind, considering that geopolitical risks are becoming more apparent, there were also several concerns that an overemphasis on FOIP may lead to neglect of countries and regions (such as Africa) that face challenges in achieving the SDGs.

Second is the clarification of priorities by region/country. In relation to the above, many experts felt that the priorities of countries and regions to be targeted for assistance should be clarified in the policy. While there is a view that emphasis should be placed on the Indo-Pacific region and countries with shared interests, several questioned the policy's position and response to other countries as well on long-term development issues, in relation to national interests. While acknowledging the importance of FOIP and economic security, some expressed the hope that development cooperation, as an "investment for the future," would more broadly contribute to building an international community that can promote free and fair trade under the rule of law. Furthermore, there is a need for a careful explanation of the policy to support upper-middle countries and those graduating from ODA (e.g., the criteria for grant aid). There is also the need to establish a menu for cooperation with upper-middle-income countries at higher stages of development, which may include, for example, policy advice and support.

The third point concerns the commitment to cooperation for non-military purposes and clarification of the scope of development cooperation. Many commented that efforts for peacebuilding and solving global issues would become even more necessary in the future. There was also a comment that while the

³⁹ Currently, ODA evaluations are mainly conducted by external experts and consultants commissioned by the MOFA and JICA as third-party evaluations or external evaluations.

protection of refugee status applicants in Japan is financed from the ODA budget, from a human security perspective, Japan should consider support for hosting refugees and displaced persons more actively. Regarding the possible future expansion of the scope of development cooperation, such as support for peacebuilding and maritime security, there was an opinion that Japan, under its “Peace Constitution,” should deepen the discussion in the next Charter on the extent to which ODA in these areas can be expanded. It was proposed that if Japan aims at development cooperation that benefits the people at large (i.e., the national interest in the broadest sense), a “true national consensus” should be built on the pros and cons of further expansion of the scope of development cooperation.

Fourth is the clarification of Japan’s strengths and characteristics of cooperation. It was pointed out that there is a need to clarify the content and policy based on Japan’s strengths and uniqueness, and how to take advantage of the same (e.g., emphasis on human resource development, consideration of debt sustainability, and support for self-help efforts). Furthermore, it was suggested that efforts should be made to strengthen dialogue and build relationships with partner countries, for Japan to become a preferred partner.

The fifth point is the clarification of principles and criteria for securing the appropriateness of development cooperation (implementation principles). Many commented that the current “avoidance of any use of development cooperation for military purposes or for aggravation of international conflicts” should be maintained. Some also called for further clarification of the criteria for civil–military coordination (e.g., military–civilian dual use of airports). Some also suggested that Japan should establish the principle of avoiding assistance to countries where serious human rights abuses occur.

Sixth is clarifying the policy for partnerships with international organizations, other donors/emerging countries, and NGOs (implementation arrangements). In particular, some commented that the criteria and policies for partnerships with emerging donors should be indicated. Regarding the balance between bilateral and multilateral cooperation through international organizations, it was also pointed out that, for example, peacebuilding and humanitarian assistance cannot always be sufficiently provided through bilateral cooperation alone. Those clearer policies, such as the division of roles with international organizations and NGOs, should be highlighted. At the same time, it is necessary to consider a strategy that considers both, bilateral and multilateral cooperation holistically (an overall strategy that includes cooperation through multilateral development banks such as the World Bank under the jurisdiction of the Ministry of Finance and international organizations such as the United Nations under the MOFA’s jurisdiction).

The seventh is about the “democratization” of ODA and the promotion of public understanding (the foundations for implementation). In order to increase the ODA budget in difficult fiscal situations, it is essential to gain public understanding. Several respondents commented on the importance of promoting the “democratization” of ODA and the process of public participation, including in the Charter formulation (scope and principles of development cooperation, etc.) and evaluation. The importance of public relations and dissemination, further promotion of development education, and development of human resources for development cooperation in the public and private sectors were also pointed out. Regarding public relations, in particular, there were suggestions for more strategic publicity of the significance and results of ODA, strengthening of outreach activities, and active use of social media and influential persons. Regarding human resources for development cooperation, a point was made on the importance of building human resources networks, not limited to Japanese citizens but also people in Asia who are familiar with Japan and its approach.

Finally, there was a suggestion to consider a mechanism for international cooperation through non-ODA budgets. Several experts pointed out that if the scope of development cooperation is further expanded to wider areas, as in the case of peacebuilding and maritime security, it should be considered whether it is appropriate to provide such assistance through the ODA budget framework. Alternatively, whether this expansion mandates establishment of a separate cooperation framework for security purposes (non-ODA framework) should be considered.

5 Suggestions and Considerations Obtained

Finally, two points, drawn from the expert opinions summarized in this chapter, should be taken into account in the future revision of the Development Cooperation Charter. The first is on the meaning of “strategic” cooperation. According to the analysis in Chapters 3 and 4, “A more strategic approach” was the most frequent recommendation. Here, “strategic” cooperation refers to what should be strengthened in order to enhance development effectiveness when implementing country-specific and issue-specific cooperation policies, and individual development cooperation projects (such as selection and concentration, Japan’s strengths, continuation and further improvement of good practices, exit strategies, etc.).⁴⁰ In

⁴⁰ For details, see Chapter 4.1 “Review from the Viewpoint of the Development Cooperation Charter.” Some of the recommendations and lessons learned extracted from the evaluation reports referred to “strategic approach” from the perspective of diplomatic strategy. Still, they tended to be categorized as “Priority Policies” or “Priority Policy Issues by Region” in this analysis. In Chapter 4.2 “Categorization of Recommendations and Lessons Learned,” the sub-category, “Clarification of strategy and priority,” included recommendations and lessons learned regarding both meanings of “strategic approach”—to be strengthened to enhance development effectiveness, and from the perspective of diplomatic strategy.

contrast, this chapter also discusses “strategic” cooperation from the perspective of national and diplomatic strategies, such as the National Security Strategy and FOIP. Therefore, it is necessary to consider “strategic” cooperation in two dimensions. In doing so, it should be noted that without enhancing development effectiveness, Japan’s development cooperation cannot serve a meaningful purpose in terms of diplomatic strategy. Similarly, the partnership policies with various actors/partners need to be considered in different dimensions: partners to collaborate with, from the perspective of national and diplomatic strategies; and actors to cooperate with for the effective implementation of development cooperation (including at the field level).

Second, as the current Development Cooperation Charter states, the “national interest” in development cooperation is broadly defined as the people’s interests and should thus be considered broadly. For example, suppose Japan decides to use its ODA budget to actively engage in the acceptance of refugees and displaced persons. In such a scenario, public understanding will be essential. The same will apply to the acceptable scope of civil–military cooperation. Therefore, it is important to keep the public informed about the implementation status, achievements, and challenges of development cooperation, as well as monitoring and evaluation results, in an easy-to-understand manner. It is also vital to make the Charter revision process more open, so that more people are interested, and able to understand it.

Chapter 6: Recommendations

1 Recommendations on the Development Cooperation Charter

Based on the results of this review and expert opinions, the following recommendations may be helpful in revising the Development Cooperation Charter.

- Clarification of “Strategic” Cooperation in the Development Cooperation Charter
 - Clarification of the relationship with national strategies: Compared to when the current Charter was formulated, there has been an increasing need to consider development cooperation policy from the perspective of national strategies, including geopolitical risks, economic security, etc.⁴¹ Therefore, it is important to clearly show the relationship between development cooperation policy and national strategies, including the relationship with the FOIP. In doing so, it should be noted that development cooperation policies are based on a longer-term perspective of sustainable development of developing countries. (Chapters 4 and 5)
 - Adherence to the policy of cooperation for non-military purposes and clarification of the acceptable scope of assistance and implementation principles under the policy: In light of the broadening scope of development issues, assistance needs has expanded under the Charter to include peacebuilding, humanitarian assistance, maritime security, and other security areas. In addition, the needs for assistance to refugees and displaced persons have also become more apparent. Considering the increasing number of cases that require the involvement of military personnel in cooperation activities in these areas, it is necessary for the new Charter to examine and clarify the scope of cooperation and implementation principles that are acceptable as Japan’s development cooperation, due to its basic policy of cooperation for non-military purposes. If the needs for assistance are to be expanded, it may be necessary to consider establishing a separate international cooperation mechanism for security purposes, using other countries as a reference. Compliance with basic human rights (both on the part of partner countries and the party providing support) should also be considered. (Chapters 3 and 5)
 - Clarification of partnership policies with international organizations, other donors/emerging donors, NGOs, etc.: Related to the above, it is important to consider the balance of multilateral and bilateral cooperation and the division of roles with NGOs, as there are an increasing number of issues, such as

⁴¹ Policy Division, International Cooperation Bureau, MOFA, “Revision of Development Cooperation Charter (Direction of Revision),” September 9, 2022.
<https://www.mofa.go.jp/files/100392002.pdf>

peacebuilding and humanitarian assistance, which are difficult for Japan to tackle alone. In doing so, it is desirable to consider multilateral cooperation under the jurisdiction of various ministries and agencies from a comprehensive perspective. It is also desirable to clarify the criteria and policies for cooperation, in light of the characteristics of various emerging donors. (Chapters 4 and 5)

- Strengthening coherence and focus on the structure and content of the Development Cooperation Charter
 - The Development Cooperation Charter is the highest-level policy of Japan's ODA, and it is essential to evaluate, as necessary, whether what is stated in the Charter is being realized. For evaluation, a high level of evaluability of the structure and contents of the Charter is necessary. (Chapter 3)
 - In the current Development Cooperation Charter, the relationship between the objectives, policies, and implementation considerations are not always clear. Clarifying these will help to deepen understanding of the overall structure. For example, if the "national interests" in the "Objectives" refers to benefits to the public at large, it will be easier to understand its relationship with the importance of the implementation foundations, such as promoting public understanding, promoting development education, and strengthening the human and intellectual infrastructure for development cooperation. As for "mobilizing a wide range of resources in cooperation with various funds and actors," as mentioned above, it would be easier to understand if the partnership policies are indicated more clearly in the implementation arrangements. (Chapters 3 and 5)
 - The current Development Cooperation Charter is quite detailed and exhaustive in its description of areas of assistance under the three priority issues. For this reason, some sectors were not described much in the ODA evaluation reports covered by this review. Since there are trends in sectors that draw attention at any given time, it may not be necessary to mention all the detailed areas of assistance in the Charter. (Chapters 1 and 3)
 - The Development Cooperation Charter contains many items that should be taken into account in the "Implementation Principles" and "Implementation Arrangements." By separately describing the items that should be considered in all cooperation and those to be considered greater or lesser weight depending on the project, it will be easier to clarify the goals of the Charter, reflect them in the formulation of individual development cooperation policies and project formulation, and confirm their consistency with the Charter in the evaluation process. (Chapter 3)

- The Development Cooperation Charter is a basic document that outlines the philosophy, priority policies, and implementation principles and arrangements of development cooperation. It can be called the “Constitution of ODA,” as it provides guidance on the scope of cooperation. To implement development cooperation based on public participation, the Charter needs to describe and communicate the above in plain and easy-to-understand text. (Chapters 3 and 5)
- Items to be kept in mind in the future
 - While there is a trend toward improvement in the items mentioned in the “Implementation Principles” and “Implementation Arrangements” of the current Development Cooperation Charter, some items are not being implemented fully. Items such as “(c) Proactive contribution to international discussions,” “B: Principles for securing the appropriateness of development cooperation,” “B: Strengthening partnerships,” and “C: Strengthening the foundations for implementation” seem to remain important items. For example, although progress has been made on public–private partnerships and partnerships with local governments, their further strengthening is desirable. For peacebuilding and humanitarian assistance, collaboration with NGOs and international organizations will become even more important. With respect to the foundations for implementation, further efforts are required in the promotion of development education and public relations. (Chapters 3, 4, and 5)
 - Comprehensive explanations and case-by-case examinations of cooperation involving military personnel are carried out by the Development Project Accountability Committee. Such efforts to confirm compliance with implementation principles in a transparent manner should be continued. (Chapters 3 and 5)

2 Recommendations for Development Cooperation Policies and Their Implementation

- Reinforcing strategic aspects of the implementation of development cooperation
 - “A more strategic approach” and “Clarification of strategy and priority (including their continuation and strengthening efforts)” were the most common recommendations observed in this review. In addition to prioritization, many specific directions were recommended, such as leveraging Japan’s strengths, institutional and policy support based on self-help and self-reliant development, formulation of exit strategies, multilayered efforts in collaboration with other actors, and utilization of human resources familiar with Japan. Several experts also commented on the need to clarify the content

of Japan's strengths (e.g., emphasis on human resource development, support for infrastructure operations, consideration of debt sustainability, and support for self-help efforts). They suggested that efforts should be made to strengthen dialogue and relationship-building with partner countries so that Japan can become a preferred partner. (Chapters 4 and 5)

- Continuing efforts to strengthen the implementation arrangements
 - As mentioned in point 1. above, “strengthening collaboration with other actors” is becoming increasingly important in response to the expansion of development issues and diversification of actors. In addition, in order to increase development effectiveness and realize development cooperation with broad public participation, it is essential to “strengthen monitoring and evaluation and public relations efforts.” In this sense, the use of social media is also worthy of consideration. These should be taken into account in all development cooperation policies. (Chapters 3, 4, and 5)
 - Recommendations regarding specific regions or sectors, such as recommendations on multi-country and regional cooperation, assistance to conflict-affected countries, disaster relief, and individual sectors, should be referenced in the formulation of relevant country/regional development cooperation policies, issue-specific policies, and individual projects. (Chapter 4)
- Establishment of Outcome Indicators
 - Most country and thematic ODA policies do not set indicators to measure aid effectiveness. On the other hand, as described in Chapter 4, “clarification of strategy and priority,” which has the largest number of recommendations and lessons learned, includes suggestions on establishing indicators for measuring policies. Additionally, as mentioned in Chapter 5, the importance of building national consensus must be considered in the future review of the Development Cooperation Charter. As shown in the indicators of the Sustainable Development Goals (SDGs), presenting numerical targets are a means of communicating the results of development cooperation to the public in an easy-to-understand manner and can help to build public consensus. Therefore, setting outcome indicators and visualizing the achievement status should be considered when launching initiatives and sectoral policies at the implementation level based on the priority issues listed in the Charter, as well as in development cooperation policies, such as country development cooperation policies. (Chapters 3, 4, and 5)

3 Recommendations on ODA Evaluation Methodology

- Strengthening the link between policy-level ODA evaluation and the Development Cooperation Charter
 - Strategic selection of evaluation themes: In this review, there were differences in the number of evaluation reports, as well as the amount of relevant descriptions in the reports on areas listed in the Development Cooperation Charter. It is necessary to place greater emphasis on the relationship with the Charter when planning the policy-level evaluation by prioritizing important policies, newly added viewpoints, and issues that have become controversial in the Charter as the theme of the issue- and scheme-specific evaluation. For example, MOFA is advised to implement policy-level evaluations on quality infrastructure assistance (infrastructure exports) and cooperation activities in which military personnel are involved. (Chapters 1, 3, and 5)
 - Improving Timing and Process of Evaluation: This review was conducted on a very tight schedule, starting in August 2022 and with the final report being submitted in November. Meanwhile, in September 2022, the establishment of the Advisory Panel on the Revision of the Development Cooperation Charter was announced, and four meetings were held before its draft report was compiled in November. In the future, it is desirable to consider the timing of the evaluation and conduct a policy-level evaluation and review well in advance of the establishment of the Advisory Panel, to identify the pros and cons of revising the Charter and issues to be considered. The interim results and recommendations of this review were reported to the Advisory Panel, and it is hoped that they will be utilized in the process of soliciting public comments in the future. (Chapters 1 and 5)
 - Review of the achievement of outcomes from the viewpoint of the Development Cooperation Charter: As mentioned in Chapter 3, in reviewing ODA evaluation reports, it was not easy to identify the specific effects of the result, especially in terms of the objectives and basic principles of the Charter. This is because the current ODA evaluation reports do not review the achievement of outcomes from the viewpoint of the Charter with regard to “Effectiveness of Results,” which is one of the criteria for ODA evaluation. However, assessing priority policies stated in the Charter from the “Effectiveness of the Results” perspective may improve the quality of the reviews of the Charter that may be conducted in the future. One way to achieve this is to add the Charter viewpoints in the ODA Evaluation Handbook. Alternatively, this can also be achieved by requesting additional analysis in the specification of the procurement document, focusing on countries, issues, and themes to be evaluated that are highly relevant to the priority policies

described in the Charter.⁴² (Chapter 3)

- Revision of the evaluation perspective for Appropriateness of Processes: In the evaluation in line with the current ODA Evaluation Handbook, the process is examined in terms of appropriateness of 1) the process of formulating cooperation policy such as country development cooperation policies, 2) the process of cooperation policy implementation, 3) the cooperation structure, 4) effective partnerships with other donors, international organizations, and various development partners (including the private sector and NGOs), and 5) consideration and creativity based on the characteristics of the partner country. On the other hand, the current Development Cooperation Charter provides more specific descriptions of the implementation of development cooperation, dividing it into “Implementation Principles” and “Implementation Arrangements.” In the analysis of Chapter 3, it was found that one of the verification items—1) the appropriateness of the cooperation policy development process in the ODA Evaluation Handbook—has become mere a formality, and the results were generally satisfactory in any evaluation reports. Due to this situation, the evaluation of some of the formality items in the process assessment should be deleted as necessary. At the same time, the assessment viewpoints should be revised to be more closely linked to the Charter. For example, evaluation perspectives should be established to identify what efforts were done and still lacking, based on the “Implementation Principles” and “Implementation Arrangements” stated in the upcoming Charter. (Chapter 3)
- Clarification of the process leading to the evaluation results
 - The ODA Evaluation Handbook by MOFA explains what factors should be considered and verified under “Relevance of Policies,” “Effectiveness of Results,” and “Appropriateness of Processes,” as a policy-level ODA evaluation methodology. While it is generally assumed that those who conduct evaluation work consciously or unconsciously rate each group of factors and then assign some weight to each in order to give an overall rating, the manner in which the process and results are described varies, and many reports did not describe the same. The transparency of evaluation results

⁴² In the JICA's ex-post evaluation, while the evaluation work is to be conducted under the External Ex-post Evaluation Reference (FY 2022 version), the Reference on Survey Methodology in External Ex-post Evaluation, JICA Guidelines for Project Evaluation (2nd Edition), and JICA Project Evaluation Handbook (Ver. 2.0), additional analysis depending on the projects are requested in the specification described in the procurement document. For example, a detailed analysis of “Leave No One Behind” will be conducted for the “Project on Rehabilitation and Recovery from Nepal Earthquake” in Nepal, and a non-score (detailed analysis of proactive reflection) will be conducted for the “Comprehensive Capacity Building Project for Bangsamoro” in the Philippines. It would be possible to request such additional analysis in the specification in the procurement document for the MOFA's ODA evaluations as well.

would be enhanced if the evaluation report described the process and results of rating each factor to be considered (in the case of “Relevance of Policies,” consistency with the top policies of Japan, international priority issues, and the development needs of partner countries, etc.), assigned weight to each factor, and made an overall judgment. (Chapter 3)