

Annual Report on Japan's ODA Evaluation 2018



The Ministry of Foreign Affairs (MOFA) is responsible for planning and formulating ODA policies, while the Japan International Cooperation Agency (JICA) is responsible for implementing individual projects. MOFA and JICA collaborate on ODA evaluation by dividing their roles.

Japan has steadily conducted ODA evaluation since 1975, prior to the implementation of the Government Policy Evaluations Act (GPEA) in 2002. Japan has developed an evaluation framework in collaboration with other international ODA institutions, including the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD-DAC).

MOFA mainly evaluates ODA policy, commissioning to third-parties, e.g., external experts and/or consultants from the private sector, meanwhile JICA mainly evaluates individual projects.

MOFA also implements evaluation aiming for evaluation capacity development in developing countries.

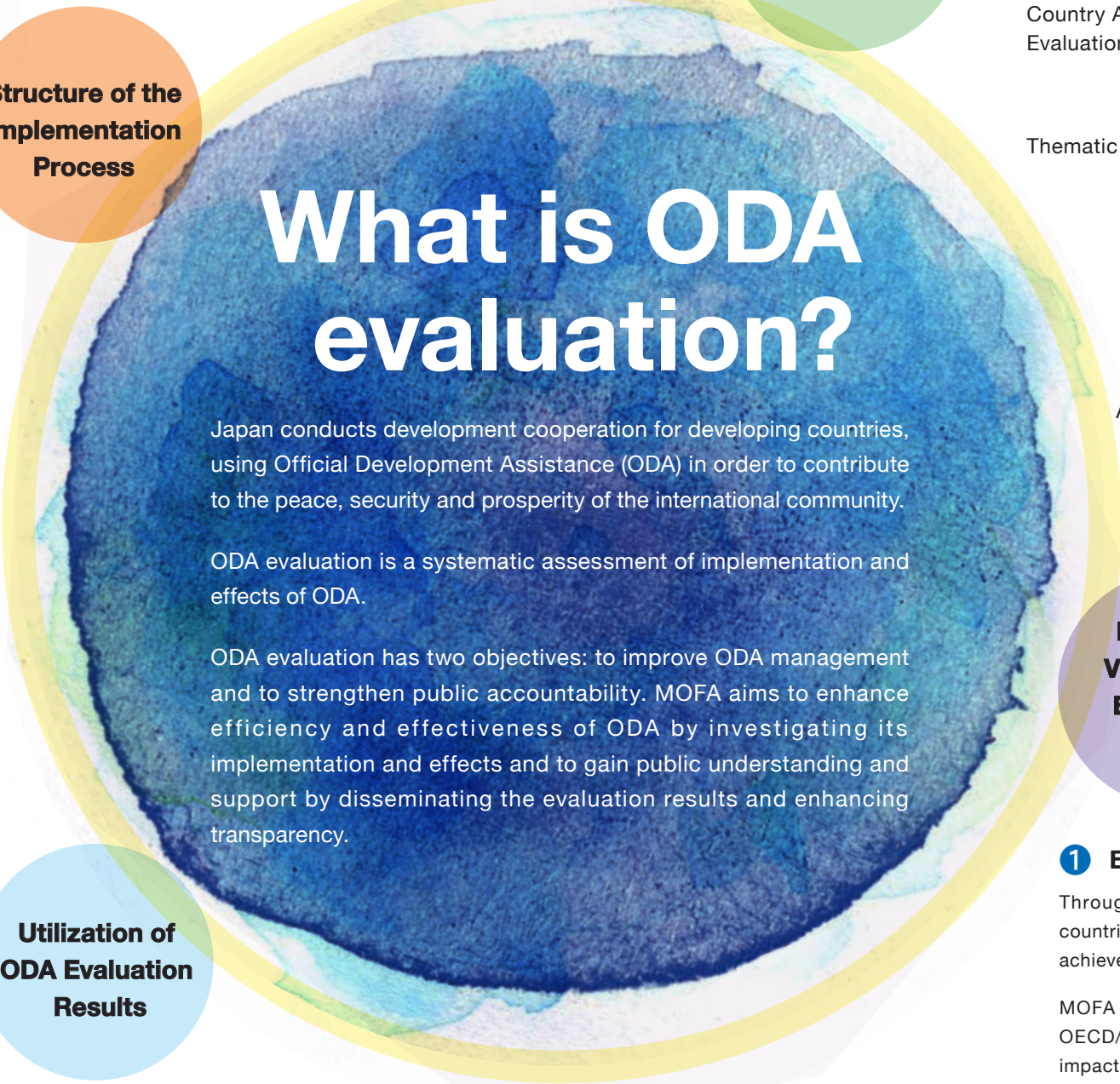
This annual report presents mainly MOFA's ODA evaluations except evaluations based on the GPEA.



Evaluation Targets

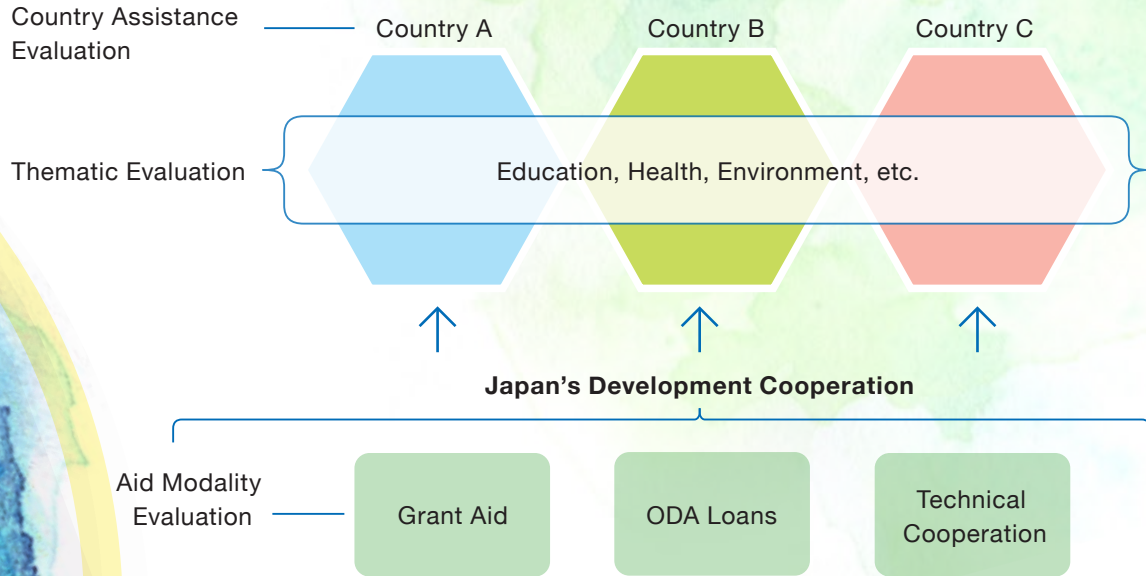
Structure of the Implementation Process

Utilization of ODA Evaluation Results



MOFA's ODA evaluation can be classified according to the focus of evaluation. In Country Assistance Evaluation, development cooperation policy for a specific developing country such as Vietnam, India, Tanzania, etc. is evaluated. In Thematic Evaluation, a specific theme such as education, health, environment, etc. is evaluated. In Aid Modality Evaluation, a specific modality such as technical cooperation, grant aid, etc. is evaluated.

Furthermore, since FY 2017, MOFA has been evaluating individual development cooperation projects implemented by MOFA.



Evaluation Viewpoints / Evaluation Criteria

MOFA's ODA Evaluation Criteria (third-party evaluations) under Development and Diplomatic Viewpoints are as follows:



1 Evaluation from Development Viewpoints

Through ODA evaluation, MOFA examines the extent of contribution to the development in recipient countries (Development Viewpoints) and the impacts on Japan's national interests (Diplomatic Viewpoints) achieved by Japan's ODA.

MOFA has set the following criteria suitable for evaluating Japan's overall ODA policy based on the OECD/DAC's five evaluation criteria recognized internationally (relevance, effectiveness, efficiency, impact, sustainability). Under each criteria, recommended evaluation questions are provided.

• **Relevance of Policy**

How relevant is the ODA policy to Japan's high level policy, a partner country's need, and international priority issues? How outstanding is Japan's ODA among other donors?

• **Effectiveness of Results**

What results has the ODA produced? What levels of effect and impact has it shown?

• **Appropriateness of Processes**

How appropriate was the policy making and implementing process? Was effective donor coordination undertaken?

2 Evaluation from Diplomatic Viewpoints

• **Diplomatic Importance**

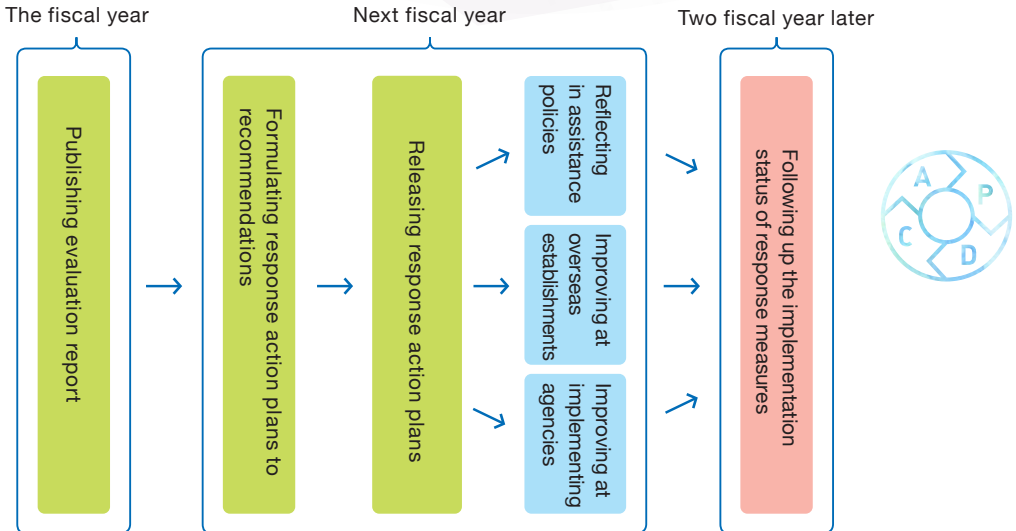
How is Japan's ODA important in international efforts to solve global priority issues and for Japan's peace and prosperity and for bilateral relations?

• **Diplomatic Impact**

How has Japan's ODA contributed to Japan's presence in international society, its peace and prosperity? How has Japan's ODA enhanced bilateral relations with a partner country?

It is important that evaluation results and recommendations obtained from ODA evaluations are utilized by MOFA and JICA. They must be reflected in future policy making and project implementation.

Stakeholders in MOFA and JICA receive evaluation results and recommendations from evaluators and propose response action plans. One year later MOFA checks the implementing status of the response actions and publicizes the results in MOFA's ODA annual reports. Through this process, MOFA aims to improve ODA management and promote public accountability.





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Evaluation from Development Viewpoints

In most evaluation projects, target policies were consistent with Japan's high-level ODA policies and recipient countries' needs, which resulted in high ratings for 'Relevance of Policy'. However, there seemed to be some issues to be solved as to development effects, which resulted in partially unsatisfactory ratings for the criteria of 'Effectiveness of Results' in several evaluation projects. As for 'Appropriateness of Processes', rating results were relatively high in most projects, meaning policy making and the implementing process were appropriate to ensure effective and efficient ODA.

Since FY 2017, MOFA has been using a revised rating scale using alphabetical rating (A to D) to evaluate development effects, aiming for clear and apprehensible evaluation reports for all. Meanwhile, the alphabetical scale may cause misleading, therefore we recommend readers to refer to the Summary of each evaluation results.



Highlights of FY 2017 MOFA's ODA Evaluation

Summary of ODA Evaluation

This annual report presents a summary of MOFA's third party ODA evaluations in FY 2017. The results of evaluations commissioned to external evaluators from development and diplomatic viewpoints are respectively summarized.



India: Tuticorin Port Dredging Project.
Photo provided by JICA

Evaluation from Diplomatic Viewpoints

To fulfill accountability to the public, efforts were made to improve evaluation quality and quantity with regard to (1) why ODA is important for Japan's national interests (**diplomatic importance**) and (2) how ODA has contributed to Japan's national interests (**diplomatic impact**).

Significant diplomatic impacts have been confirmed in several evaluation projects: increased amount of Japan's investment and number of Japanese companies in the region (India, Connectivity in the Mekong Region), expanded interaction at multi-levels through public-private projects (Uganda), increased favorable image towards Japan, getting an ODA project site printed on the local paper currency (Cambodia), and receiving large donations from partner countries after the 2011 Great East Japan Earthquake (JICA volunteer projects).



Cambodia: Kizuna Bridge, constructed by grant aid from Japan and also printed on the local paper currency
Photo provided by Kenshiro Imamura/JICA



Argentina: A poster about the Great East Japan Earthquake
Photo provided by Shinichi Kuno/JICA





India: Rajansthana Forestry and Biodiversity Project (community hearing)
Photo provided by Osamu Funao/JICA

Strengthen Public Relations

Given the limited ODA budget, MOFA's PR should be more strategic and effective to strengthen the effects of development cooperation.

Country Assistance Evaluation of India: MOFA should use more effective approaches to give audiences more powerful impacts. For example, use of before/after pictures for the assistance in the area of supporting sustainable and inclusive growth may be effective since the effect is not always visibly large enough to catch people's eyes. In response to this, MOFA has set an action plan to consider the way to approach wider audiences, cooperating with the embassy and the local JICA office.

Emergency Grant Aid for the Project to Implement Measures in Response to the Influx of Syrian Refugees (FY2013 Jordan): Japan should effectively conduct PR to inform international society about its efforts to help the Syrian refugees and fulfill accountability in Japan.

"Non-Project Grant Aid (FY2014 Palestine): MOFA should provide public with more information about projects that are highly appreciated by Palestine People to promote Japanese people's understanding. In response, MOFA has set an action plan to release information on Japan's efforts to help the Syrian refugees at various opportunities such as summits, foreign ministers' meetings, and international conferences, and publicize events related to projects that delivered significant results on MOFA's website.

Evaluation of Japan's ODA to Africa through the TICAD Process for the Past 10 years: It was recommended to add more detailed explanation on policy principles to the policy documents. Although MOFA considers it had provided a clear and sufficient explanation, for example, in the document Japan's Measures for Africa at TICAD VI (2016), MOFA reviews the policy documents when designing the new assistance policy towards TICAD VII.

Improve Policy Formulation

Development cooperation policies should state why the particular cooperation is necessary and its revision timing should be flexible.

Country Assistance Evaluation of India: It was recommended to revise the Country Assistance Policy for India regardless of the periodic revision cycle, considering India's rapid growth and its increasing importance of the bilateral development partnership. In response to the recommendation, MOFA has set an action plan to pay close attention to India's situation including their policy change and to review the policy contents.

Emergency Grant Aid for the Project to Implement Measures in Response to the Influx of Syrian Refugees (FY2013 Jordan): It was recommended that MOFA should not only respond to the partner country's needs but also judge the appropriate scope for projects on its own at an early stage in the process. In response to the recommendation, MOFA's action plan is to share information on the countries' needs with other donors to plan effective projects in future.

Response Actions to Recommendations

Although each third-party ODA evaluation has different circumstances, there are common types of recommendations in the seven evaluations in FY2017. The recommendations and response actions can be summarized and categorized into 6 types.

Efficient Procedures

While it takes time to go through necessary and appropriate processes, assistance should be provided at the timing when development and diplomatic effects can be maximized.

Country Assistance Evaluation of Cambodia: MOFA and JICA should further simplify and speed-up in decision making and project planning especially for infrastructure projects which take more time from planning to completion. In response to the recommendation, MOFA has made an action plan to enhance the ODA Taskforce and commit to more information sharing with stakeholders in order to simplify procedures.

Evaluation of Japan's ODA to Africa through the TICAD Process for the Past 10 years: MOFA should further speed-up the design process for prioritized projects, which could contribute to enhancing Japan's presence in Africa. In response, MOFA has made an action plan to keep up the current efforts towards prompt project formulation.



Cambodia: Siem Reap water purification plant.

It was recommended to provide ODA that triggers investment by private sector and have effective coordination with NGO and other donors in order to enhance the effect of ODA.

Country Assistance Evaluation of Cambodia: It was recommended that government actors and the private sector should cooperate to fund high-quality infrastructure projects to secure aid quality and quantity. In response, MOFA has made an action plan to cooperate and coordinate with the private sector considering characteristics of each project to further improve the effect of ODA.

Country Assistance Evaluation of India: It was recommended that JICA should increase the number of staff at the local office to cooperate with local NGOs and companies and to help Japanese companies to setup business in India. MOFA has asked JICA to examine the necessity of increasing staff considering increasing ODA in India.

Country Assistance Evaluation of Uganda: It was recommended to involve the private sector in the ODA Taskforce and to create opportunities to discuss investment, human resource development, coordination among government actors and private sectors with NGOs and Japanese companies in Uganda. MOFA will continue to hold information exchanges with NGOs and Japanese companies as necessary.

Evaluation of Japan's ODA to Africa through the TICAD Process for the Past 10 Years: It was recommended to further cooperate with TICAD co-host organizations such as the World Bank, the United Nations Development Programme (UNDP) and the African Union Commission (AUC) to enhance assistance results. MOFA has been cooperating with those organizations and will continue the efforts aiming for further ODA improvement.

It was recommended to further support human resource development in partner countries and increase communication at projects sites.

Country Assistance Evaluation of Cambodia: MOFA should provide more opportunities for Cambodians to study in Japan because those who have studied in Japan are now contributing in economic fields and are playing an important role in bilateral relations. MOFA will review its feasibility consulting stakeholders when requested by the Cambodian government.

Country Assistance Evaluation of Uganda: It was recommended that MOFA should have a strategy to develop and utilize human resources that are knowledgeable about Japan and know about Japan's ODA in government and development fields in Uganda, and also to provide them opportunities in Japan's development cooperation projects. After the recommendation was proposed, a Ugandan Japan alumni association was established. MOFA will utilize the network of people who have studied in Japan and participated in JICA's work training to have better communication with the Ugandan government and stakeholders and deepen their understanding of Japan's ODA policy.



Uganda: Vocational training using sewing machines.

**Strengthen
Implementaton
Structure and
Donor
Coordination**

**Promote
Regional and
South-South
Cooperation**

**Response
Actions to
Recommendations**

**Further
Human Resource
Development and
Communication**

**Examples of
Response Actions
to Recommendations
based on Individual
Circumstances**

It was recommended to promote the approach of triangular cooperation (Note 1) and South-South cooperation (Note 2) for countries with higher income among developing countries to efficiently use ODA budget.

Evaluation of Japan's ODA to Africa through the TICAD Process for the Past 10 Years: It was recommended to promote regional cooperation projects that target more than two countries and South-South cooperation to spread cooperation effects within African countries. MOFA will continue implementing regional cooperation and South-South cooperation and consider how to reflect it in assistance policy for African countries when revising.

Evaluation on Japan's Assistance to Connectivity in the Mekong Region with a Focus on the Southern Economic Corridor: It was recommended to leverage each recipient country's expertise when implementing regional cooperation. In response to the recommendation, MOFA has set an action to send long-term experts for technical cooperation and invite officials in the Mekong region to participate training in Japan in order to help them to make justice systems and build nations. MOFA will also enhance effectiveness of ODA through South-South cooperation and coordination with multinational donor agencies, and flexible use of loans, grant aid and technical cooperation.

Note 1: Japan implements cooperation projects jointly with other donor countries and/or aid organizations for development of a specific country.

Note 2: Cooperation provided to less developed countries (LDC) with little development progress using development experience and/or human resources of more developed countries (MDC) where development is progressing comparatively.

Brazil: NSVs (Nikkei Senor Volunteer) activities in elderly care



Cambodia: Angkor Wat West Road Reparation Project



Individual circumstances was well considered in the Evaluation of JICA Volunteer Program.

A recommendation was made that, given that JICA volunteers are expected to play a role as "grassroots diplomats" locally. JICA volunteers need to have decent knowledge on their own country and good communication skills. In response, JICA has responded that it would review the curriculum and lectures of pre-dispatch training. Moreover, as a recommendation specifically for the Nikkei Communities Volunteer Program, it was recommended to improve recognition for Volunteers for Nikkei Communities among the people of Japan, in addition to strengthening training on the principle of Nikkei community support, expansion of the volunteer application requirements to include Nikkei persons, and strengthening of participation in various activities in the dispatch destination countries. In response, response actions were to improve pre-dispatch training and learning, to recommend people in overseas Nikkei communities with Japanese nationality to apply, to disseminate and increase contributions to local society through Nikkei communities, and to improve name recognition through strengthened public relations work in Japan.

Evaluation from Development Viewpoints

This section shows the rating results from the evaluations conducted in FY 2017

While ratings let readers grasp the results quickly, it could mislead them without understanding the background of each evaluation target.

For details, please refer to the Summary of each evaluation results.

Ratings scale	
A	Highly Satisfactory
B	Satisfactory
C	Partially Unsatisfactory
D	Unsatisfactory



Uganda: Nerica rice promotion activities.
Photo provided by Koji Sato/JICA



India: Construction of sewage treatment plant.
Photo provided by Osamu Funao/JICA



India: Kashmere Gate station, Delhi Metro.
Photo provided by Shinichi Kuno/JICA



Cambodia: Water supply developed by Japanese assistance.
Photo provided by Kenshiro Imamura/JICA

Classification	Evaluation Target	Ratings from development viewpoints		
		Relevance of policy	Effectiveness of results	Appropriateness of process
Country Assistance Evaluations	Country Assistance Evaluation of India	B Satisfactory	B Satisfactory	B Satisfactory
	Country Assistance Evaluation of the Republic of Uganda	A Highly Satisfactory	B Satisfactory	B Satisfactory
	Country Assistance Evaluation of Cambodia	B Satisfactory	C Partially Unsatisfactory	B Satisfactory

Classification	Evaluation Target	Ratings from development viewpoints		
		Relevance of policy	Effectiveness of results	Appropriateness of process
Thematic Evaluations	Evaluation of JICA Volunteer Program	A Highly Satisfactory	B Satisfactory	A Highly Satisfactory
	Evaluation of Japan's ODA to Africa through the TICAD process for the Past 10 years	B Satisfactory	C Partially Unsatisfactory	B Satisfactory

Classification	Evaluation Target	Ratings from development viewpoints		
		Relevance of policy	Effectiveness of results	Appropriateness of process
Sector Program Evaluation	Evaluation on Japan's Assistance to Connectivity in the Mekong Region with a Focus on the Southern Economic Corridor	A Highly Satisfactory	B Satisfactory	B Satisfactory

Classification	Evaluation Target	Ratings from development viewpoints		
		Relevance of policy	Effectiveness of results	Appropriateness of process
Project-level Evaluation (*)	Individual Project under Grant Aid (1) Emergency Grant Aid for FY2013 Jordan	C Partially Unsatisfactory	C Partially Unsatisfactory	C Partially Unsatisfactory
	Individual Project under Grant Aid (2) Non-Project Grant Aid for FY2014 Palestine	A Highly Satisfactory	B Satisfactory	B Satisfactory

(*) Until FY 2017, MOFA hadn't conducted evaluations on grant aid projects that were urgent or related closely to diplomatic strategy such as emergency grant aid, non-project grant aid and food aid projects. However, the external review of MOFA's administration in 2016 resulted in the change, and MOFA has been conducting third party evaluations of completed grant aid projects of more than ¥10 million scales since FY 2017.

Column How is ODA important for Japan's diplomacy?

The public opinion survey on diplomacy conducted by the Cabinet Office contains ideal perspective of development cooperation. According to the survey conducted in October 2018, primary responses for why Japan should provide ODA included the following; to secure energy resources, to increase trust in Japan in international society, to strategically use it as a diplomatic tool, and to foster the Japanese economy.

Past ODA evaluations focused on assessing the development effects and how much ODA contributed to the development of recipient countries. However, MOFA now also assesses how ODA is important for Japan's diplomacy, reflecting public opinion and Japan's economic situation.

The Cooperation Charter (2015) defines development policy as one of the most important tools for pursuing diplomacy proactively. Since then, all MOFA's ODA evaluations have been conducted from diplomatic viewpoints that measure the impact on Japan's national interests. In FY2017, MOFA held discussions at an early stage with the evaluation teams to enhance the quality of evaluations.

The diplomatic importance and effects of ODA were clearly explained in Country Assistance Evaluation of Uganda. According to the evaluation report, Uganda is located on an important route between neighboring countries with natural resources and the Port of Mombasa in Kenya. It is also a PKO base to provide troops to countries such as South Sudan.

As Uganda intends to develop its economy by promoting regional integration, Japan's ODA to Uganda is also important in promoting stability and development of the surrounding area.” In addition, specific diplomatic effects by ODA have been confirmed based on the expanded interaction between both countries' local governments and private companies, improved reputation of Japan through increased number of local media reports about Japan, and business expansion of Japanese small and medium-sized enterprises.

There are some other countries started evaluating from diplomatic viewpoints, but its evaluation method has not yet established in the international community. It is no easy task to identify the diplomatic effects by Japan's ODA because there are a lot of closed information related to counterparts. MOFA continues to make efforts to further improve evaluations so as to obtain the public's understanding of ODA through a trial and error process.



Summary of Other ODA Evaluations

ODA Evaluation based on the Government Policy Evaluations Act (GPEA)

With the entry into force of the GPEA in 2002, each ministry and agency is required to conduct self-evaluations of policies under its jurisdiction. ODA evaluations based on the GPEA are conducted since then.

The Ministry of Foreign Affairs (MOFA) conducts ex-post evaluations of overall policy on economic cooperation, ex-post evaluations of projects on pending projects and incomplete projects (*1), and ex-ante evaluations on projects exceeding a certain value (*2) in accordance with the GPEA and its Order for Enforcement.

(MOFA website: https://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/index_hyouka05.html)

(*1) “Projects not started” mean projects for which a loan agreement has not been concluded at 5 years past after the policy decision or for which loan implement has not been initiated.

“Unfinished projects” mean projects where loan complementing has not completed at 10 years past after the policy decision.

(*2) Ex-ante evaluations are conducted on loan aid projects which maximum amount of loan offered through an Exchange of Notes (E/N) is ¥15 billion or more, and on grant aid projects which maximum amount of aid offered through an E/N is ¥1 billion or more.

Other ministries and agencies of the Government of Japan also evaluate ODA-related policy planning, programs and projects implementation under their jurisdiction based on GPEA. For details, please refer to the websites of each ministry and agency.

Financial Services Agency Technical assistance to financial supervisory authorities in emerging market economics in Asia and other economies https://www.fsa.go.jp/seisaku/index.html (See page 116 of the FY2017 Policy Evaluation Report)	Ministry of Internal Affairs and Communications Promotion of global strategy in the ICT sector http://www.soumu.go.jp/menu_seisakuhyouka/kekka.html (See evaluation report for main policies, implemented in FY2017)	Ministry of Justice Promotion of international cooperation in legal affairs http://www.moj.go.jp/hisho/seisakuhyouka/kanbou_hyouka_hyouka01-03.html (See page 251 of the FY2016 Ministry of Justice Ex-post Evaluation Results Report)	Ministry of Finance Assistance extended through multilateral development banks https://www.mof.go.jp/about_mof/policy_evaluation/mof/fy2017/evaluation/29hyouka.pdf (See page 214 of the FY2017 Ministry of Justice Policy Evaluation Report)	Ministry of Education, Culture, Sports, Science and Technology Promotion of international exchange http://www.mext.go.jp/a_menu/kouritsu/detail/1388886.htm	Ministry of Health, Labor and Welfare Participation in and Contribution to the International Community https://www.mhlw.go.jp/wp/seisaku/hyouka/dl/jizen-hyoka_h30.pdf (See preliminary analysis chart of policy evaluation related to policies implemented in FY2018)
Ministry of Agriculture, Forestry and Fisheries Establishment of comprehensive food security http://www.maff.go.jp/j/assess/sogo/pdf/25-2_hyokasho.pdf (The programs include non-ODA projects.)	Forestry Agency International cooperation and contributions for promotion of sustainable forestry management http://www.maff.go.jp/j/assess/hanei/zisseki/h29/pdf/sheet28_17.pdf (The programs include non-ODA projects; ODA evaluation can be found in Measure 8 on page 17-4)	Ministry of Economy, Trade and Industry Formulation of overseas deployment strategy (electricity, railway, and ICT) http://www.meti.go.jp/press/2017/10/20171031006/20171031006.html	Ministry of Land, Infrastructure, Transport and Tourism Promoting international coordination http://www.mlit.go.jp/common/001199370.pdf	Ministry of the Environment Water Environmental Partnership in Asia Program http://wepa-db.net/3rd/jp/index.html (The programs in China are non-ODA projects)	

Evaluations by Japan International Cooperation Agency (JICA)

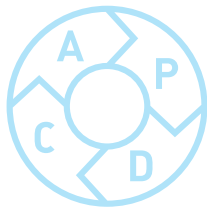
JICA conducts evaluations (external evaluations by external third-party evaluators based on the project cost and internal evaluations by JICA overseas offices, etc.) on individual projects of three development assistance schemes of technical cooperation, ODA loan and grant aid (implemented by JICA). In addition, JICA implements comprehensive and cross-sectoral evaluations under specific themes, such as by region, sector or assistance methodology, etc., impact evaluations for evidence based practice, and process analysis with a focus on the processes through which project effects are produced.

From the perspective of learning, JICA aims to utilize evaluation results for further improvement of project implementation, and to fulfill accountability, such as ensuring the objectivity and transparency of evaluations and publicizing evaluation results, etc.

(Evaluation on the JICA website: https://www.jica.go.jp/english/our_work/evaluation/index.html)

Partner Country- led Evaluation

MOFA implements partner country-led evaluations once a year, aimed at enhancing partner country’s evaluation capacity, in which a governmental and/or private consulting organization evaluates programs under specific themes such as health, transportation, or disaster risk reduction.



Follow-up of MOFA Third-Party Evaluation Results for FY2016

MOFA follows up on the implementation status of the response actions for the recommendations provided in third-party evaluations. The following presents the implementation status (as of August 2018) of actions in response to the main recommendations obtained from third-party evaluations for FY2016. Full text available here: <https://www.mofa.go.jp/policy/oda/evaluation/year/index.html#2016>

Country Assistance Evaluation of Paraguay



Recommendations

Japan's ODA should be actively continued as it contributes to enhancing political and economic relations and promoting cultural exchanges between two countries.

Future ODA should be improved in efficiency utilizing various aid modalities such as South-South cooperation (cooperation between developing countries) and regional cooperation (cooperation provided to multiple neighboring developing countries).

Strategic assistance is necessary to reduce social and economic disparities. Target groups should be specified including poor farmers, rural women, single mothers, and indigenous women who need support. Direct assistance to these groups having socioeconomic issues will be effective.

In order to effectively promote Japan's "high quality infrastructure assistance" in Paraguay, construction specifications need to be shared. In addition to other donor countries and the World Bank, strategic collaboration and coordination is needed with financial institutions for regional development such as the Inter-American Development Bank, the Development Bank of Latin America, Fondo financiero para el desarrollo de la Cuenca del Plata, Fondo para la Convergencia Estructural del MERCOSUR, and the Initiative for the Integration of the Regional Infrastructure in South America. In this regard, issues facing overall Latin America assistance should be improved.



Implementation status of response actions

Stakeholders in Japan and Paraguay are discussing ways of continuing Japanese assistance to Paraguay, taking into consideration efficiency.

To expand outcomes of "Strengthening Primary Healthcare System" nationwide, Japan has started dispatching experts since FY2018.

Japan has been providing assistance to improve livelihoods for rural women to reduce disparities since September 2016. Also, since FY2017, Japan has been cooperating human resource development to promote the independence of rural women. Furthermore, since December 2017, Japan has been provide assistance to small-scale farmers in order to improve safety of agricultural exports.

With regard to "high quality infrastructure assistance," Japan is currently considering the feasibility of cooperation in water development field, and is sharing information with the Inter-American Development Bank and the Development Bank of Latin America among other institutions.



Project for Strengthening Primary Health Care System.
Photo provided by JICA



Project for Importing Safety of Agricultural Exports for Small-Scale Farmers.
Photo provided by JICA

TANZANIA



Country Assistance Evaluation of Tanzania



Recommendations

Japan's Infrastructure assistance has become an economic growth foundation in Tanzania. Assistance for strengthening economic growth foundation and promoting industrialization should be continued and increased.

Projects that cover an extensive area cross neighboring country borders, such as the Arusha-Namanga-Athi River Road Development Project, had contributed to the economic integration and revitalization in the East African Community, livelihood improvement of residents in the areas and poverty reduction. Such region-wide cooperation should be further expanded.

Japan states internationally that it contributes to realization of society where all people receive appropriate healthcare, prevention, treatment and function recovery services at a cost they can afford. By assisting Tanzania's health administration, Japan needs to meet the expectations of the international community and Tanzania.



Technical Cooperation in Strengthening Participatory Planning and Community Development Cycle for Good Local Governance: Gulu village, Kilimanjaro region: Villagers discussing the current situation of their village's development.
Photo provided by JICA



Implementation status of response actions

Japan will continue infrastructure assistance for strengthening economic growth foundation and promotion of industrialization.

Specifically, projects are underway to widen major roads and develop elevated type intersections to alleviate traffic congestion in Dar es Salaam and surrounding communities. Japan will continue assisting high-quality infrastructure development.

In addition, in the field of industry, industrial development advisors have been dispatched since May 2018 to formulate industrial policy.

To contribute to economic integration and economic revitalization in East Africa, experts have been dispatched to the East African Community since March 2009 and will be continued. In addition, Japan has been providing technical cooperation for facilitating and streamlining customs procedures at the border for five countries in the East African Community (Kenya, Tanzania, Uganda, Rwanda, and Burundi), with the aim of facilitating the smooth flow of trade.

The revised latest created country assistance policy for Tanzania states to improve healthcare services, within the focus field of governance and administrative service improvement. Currently, health policy advisors have been dispatched to improve healthcare services in Tanzania.



Technical Cooperation in Strengthening Participatory Planning and Community Development Cycle for Good Local Governance: Wili village, Kilimanjaro region: A prefectural staff member explaining the significance of the project process.
Photo provided by JICA



Capacity Development Project for Internal Audit: An expert giving explanations to local internal auditors
Photo provided by JICA

Evaluation of Japan's Assistance in the Pollution Control Field



Mongolia: Ulaanbaatar city.
Photo provided by JICA



Mongolia: Capacity Development Project for Air Pollution Control (A workshop session for hot water boiler operators).
Photo provided by JICA



Mongolia: Air Quality Monitoring
Photo provided by JICA



Recommendations

Through policy dialogue and discussions with developing countries receiving assistance, Japan needs to promote the understanding that environmental measures are important for sustainable economic growth based on its own experiences. Japan also needs to provide assistance to promote environmental protection and pollution control measures in developing countries from wide perspectives.

Japan has established a knowledge network by analyzing and organizing knowledge and lessons learned from development cooperation in environmental field. Japan should invite other developed countries, developing countries, local governments, international institutions, and non-governmental organizations to this network to effectively utilize past intellectual assistance experiences.

Environmental problems are a global concern, and Japan's contributions in the pollution control field based on its own experiences are recognized internationally. Japan should take initiative in creating global frameworks and in global discussion on environmental problems.



Implementation status of response actions

Japan will continue to approach and support to promote environmental preservation and pollution control measures in developing countries from broad perspectives.

Japan has built systems in Mongolia, Iran and Kosovo to review and implement comprehensive actions against pollution by involving various stakeholders.

Japan collaborates with local governments, such as Yokohama City, Shibushi City in Kagoshima Prefecture, Kitakyushu City, and Shiga Prefecture to dispatch experts and survey teams and to accept trainees in Japan.

In addition, in Cambodia, JICA has conducted a verification survey with a Tokyo based private company for disseminating technologies and products for removing sludge and garbage accumulated in drainage open channels, and in Vietnam, conducted with a Hokkaido-based company for disseminating environmental improvement technologies using bio-toilets.

Japan will further consider to cooperate with various organizations to gain useful knowledge in assistance, considering their strengths.

Japan exchanges information at any time with international organizations and continues to form cooperation projects taking into account the experiences of donor agencies.

Japan will continue to actively disseminate its international cooperation in the pollution control field.

At the third UN Environment Assembly in 2017, Japan announced that it will contribute to global environmental issues by providing technologies and know-how developed through its own experiences tackling pollution.

At the first meeting of the Conference of the Parties (COP1) to the "Minamata Convention on Mercury", which entered into force in 2017, Japan stated, "We will make even greater contributions rooted in Minamata utilizing various knowledge and personal resources of Minamata."

Evaluation of Grant Aid for Promotion of Japanese Standards (Note)

Note: A Japan's ODA projects for aiming for both development of developing countries, and revitalization of Japan's economy by promoting Japan's products to developing countries expected to have an increasing market growth in the future.



Recommendations

When implementing individual projects, efforts must be made to formulate plans after organizing needs by area and sector and identifying projects objectives.

Grant Aid for Promotion of Japanese Standards is intended for the strategic use of ODA to further Japan's national economic interests and strongly favors Japan's industrial development in comparison to other aid modalities. However, the principal role of ODA is to solve international issues and help the growth of developing countries, which raises concerns that Japan's approach to ODA could be subject to criticism. To improve this aspect, Grant Aid for Promotion of Japanese Standards must be specified as contributing to solutions for international issues, such as environment, energy, medical care and disaster issues by exploiting Japan's experiences and technologies.



Implementation status of response actions

Since FY2017, Japan has organized needs for assistance at the beginning of the fiscal year together with Japanese diplomatic establishments abroad and local ODA executing agency to review future project implementation, striving to form more effective projects in diplomatic activities led by Japanese diplomatic establishments abroad.

When planning projects, Japan thoroughly examines consistency with the needs from developing countries, the recipient government's requests and development plan and ensures that Japan's ODA promotes Japanese Standards and Japan's overseas business.

In addition, during the implementation stage, MOFA releases information about the background, details, and development effects of assistance using specific data, and mentions contributions to global development issues, such as "Universal Health Coverage 2030", an international collaborative framework based on the Sustainable Development Goals (SDGs), and "Actions for Cool Earth 2.0" which is to support for developing countries to fight of climate change.

Evaluation of Assistance in the Industrial Human Resource Development Sector in Thailand



Recommendations

Japan establishes country assistance policies and rolling plans for targeted recipient countries, and implements assistance following these plans. In these plans, they must be reviewed considering development status of the recipient country and how to continue to utilize excellent human resources and information aiming for economic development of the recipient country.

In improving the effectiveness and appropriateness of Japanese aid and its diplomatic impacts, the role played by Thai industrial personnel well informed about Japan has been very significant. MOFA should build a system for utilizing and fostering strategically industrial human resources well informed about Japan (identify and utilize talented personnel, pass on information related to human resources and share across organizations, etc.).

Japan's assistance for industrial human resources development has distinguishing traits and a long history compared to other donor countries and aid organizations. A Medium tool must be created to summarize the defining characteristics of Japan's assistance for industrial human resources development which can be used for informing Japan's comparative advantages in the sector and for donor coordination. When doing so, it is important to take into consideration its relation to international aid trends.

Based on the lessons learned and experiences gained from assisting Thailand, Japan should create an assistance model for the development of industrial human resources and utilize it in future assistance to Thailand as well as in assistance implemented by Thailand in the form of South-South cooperation (cooperation between developing countries).



Implementation status of response actions plans:

During the State Ministers for Foreign Affairs talks between both countries in 2017, a memorandum on cooperation on Industrial Human Resources Development in Thailand was signed. An agreement was also reached on the need for fostering industrial human resources as a foundation of Thailand's industrial advancement, along with Japan's direction in providing assistance in this field. Thereafter, views have been exchanged through minister-level talks in Thailand.

To strategically develop industrial human resources well informed about Japan, surveys are being implemented by JICA. These results will be utilized in strategic selection of government-sponsored Thai students studying in Japan and follow-up surveys of human resources receiving JICA training.

At the Japan-ASEAN Foreign Ministers' meeting in 2017, documents were prepared and introduced that describe the current situation of Japan's contributions, including updates of efforts under the Industrial Human Resource Development Cooperation Initiative. In addition, Japans' Prime Minister and Foreign Minister made statements about cooperating with industrial human resource development.

JICA is currently conducting surveys concerning the industrial human resource development plan for Thailand. Specific cooperation will be considered based on the results of these surveys. In addition, in regard to third-country cooperation (where Japan implements a cooperation project jointly with other donor country or aid organization for the development of another country), cooperation has been implemented in several fields, including measurement base development and materials processing technologies. Consideration will be given for future South-South cooperation while taking into account the intentions of the Thai government.



ASEAN University Network/Southeast Asia Engineering Education Development Network (International Conference)
Photo provided by JICA



ASEAN University Network/Southeast Asia Engineering Education Development Network (technical tour)
Photo provided by JICA

Column

The importance of field survey in ODA evaluation

"The Evaluation on Japan's Assistance to Connectivity in the Mekong Region with a Focus on the Southern Economic Corridor" was carried out for one of the third-party ODA evaluations in FY 2017. The evaluation team conducted a field study in the three countries, Thailand, Cambodia and Vietnam.

The word "Southern Economic Corridor" may remind in some people of local reports made by a journalist who travelled the entire length of the corridor for a television program called Future Century ZIPANGU broadcasted in 2015. The Southern Economic Corridor refers to the major route that connects Bangkok, Thailand with Vung Tau, Vietnam, via Phnom Penh, Cambodia and Ho Chi Minh City, Viet Nam.



Over the years, Japan has provided various forms of assistance in the Southern Economic Corridor. This includes hard infrastructure projects such as roads, bridges and port facilities, soft infrastructure projects that facilitates transportation and trade, establishment of systems and legislation related to this infrastructure, human resources development, and regional development in the surrounding area. This evaluation looked at how this assistance reinforced connections in the southern corridor and contributed to the development of Mekong region.

The study found that within the Southern Economic Corridor customs clearance took the longest at the Vietnam-Cambodia border. To support this finding, a rather unique attempt was made to drive the national roads of the Southern Economic Corridor to learn about local issues through first-hand experiences.

After witnessing the line-up of trucks at the border, the evaluation team found the causes of this congestion to be a shortage of dry ports for transshipment of goods and trucks awaiting inspections backed up from the customs office to the road because customs had only one cargo inspection machine. As a result, it was recommended to consider to build a bypass route to customs and provide inspection machines, to strengthen streamlining distribution and trade.



1 National Route 1 is a one-lane highway where slow traveling large trucks cannot be passed. The bus from Ho Chi Minh City is traveling in the opposite lane.



2 Visited Japanese companies in the Tai Seng SEZ (financed by Taiwan) near the Bavet border crossing.



3 Visited Japanese companies in the Dragon King SEZ (financed by China).



4 One of the two dry ports near the border. The shortage of dry ports is one cause of traffic congestion.



5 Another reason for traffic congestion is that the customs office only has one cargo inspection machine.



6 The Bavet customs and the border gate (building with the sharp horn in the back)

For the people of Uganda, Japan is a faraway country in Asia; people-to-people exchange between two countries is still limited. However, there is a Japanese called the “Father of Uganda” and respected by Ugandan people. He is Yuichi Kashiwada who dedicated himself to producing Ugandan specialty clothing using local organic cotton. He also became a model of the character known as the plant chief Matsuda of Fuji Dress Shirt firm that appears in the Africa section of Toyoko Yamazaki’s novel “Shizumanu Taiyo.”

In 1965, Kashiwada started leading the manufacture and sales of “Yamato shirts” that were popular back then, but he left Uganda and came to Japan in the 1980s due to the civil war. Later, he returned to Uganda in 1999 responding to the request from President Museveni, where he once again established a clothing factory. However, he returned again to Japan in 2015 because his company fell on hard times due to low price cloths imported from China.



A commemorative photo of Mr. Kashiwada and the former founder-president

To carry on Kashiwada’s great achievement, Tatsumasa Oku took action. He is the president of Smileyearth Co., Ltd., in Izumisano City, Osaka Prefecture. The company imports Ugandan organic cotton and manufactures and sells high quality eco-friendly cotton products such as towels, using the unique refining techniques with cotton grown in northern Uganda. The company was founded by Oku’s father Ryuichi Oku in 2008 aiming to create truly authentic organic cotton products after Oku’s father met Kashiwada during a trip to Africa in 2005 and was moved by his story.

Later, Smileyearth’s proposal was selected for the JICA’s Support for Japanese SMEs Overseas Business Development Program (feasibility survey) in FY 2015, and “Feasibility Survey for Adding Value to Cotton Products with Organic Scouring Method” was carried out in northern Uganda where is organic cotton production center.

Interesting enough, this study helped to create exchanges between Izumisano City, which is the first location to manufacture towels in Japan, and Gulu City in northern Uganda. This demonstrates that the initiatives of one company connected the local governments.

In April 2016, a delegation from Gulu City including the mayor came to Japan and visited Izumisano City. In July 2016, the mayor of Izumisano City paid a visit to Gulu City. In July 2017, the two cities concluded a friendship city agreement, deciding Izumisano City to be served as a host town for Uganda athletes at the Tokyo Olympics and Paralympics to take place in 2020.

In this manner, relations between two cities have been developing to have cultural exchange such as sports events.



Mr. Chiyomatsu, the mayor of Izumisano city, welcomed in Gulu city. (Photo: Embassy of Japan in Uganda)

In recent years, there are an increasing number of young Japanese entrepreneurs establishing business in Uganda. Among them, former JICA volunteers are using their knowledge developed through their volunteering experience closely working with Ugandan people and contributing to Japan’s business expansion in Uganda.

According to Country Assistance Evaluation of Uganda, ODA has created opportunities for Japanese companies to expand business in Uganda and for the local governments in Japan and Uganda to connect for cultural exchange and more, which is a significant diplomatic effects of ODA.

Source: Interview with Smileyearth conducted by the evaluation team (September 21, 2017), the website of the Japanese Embassy in Uganda (Kampala Correspondence – From Nakasero Hill [2nd and 15th articles]; authored by Ambassador Kazuaki Kameda).

Note: Smileyearth received the METI Minister’s Award at the 19th Japan Water Prize in July 2017 and the METI Minister’s Prize for the 7th Monozukuri Nippon Grand Award in February 2018. On September 3, 2018, the company was awarded the 1st Ambassador’s commendation (Embassy of Japan in Uganda).

The role of evaluations is becoming more and more important in achieving the Sustainable Development Goals (SDGs) through cooperation between developed countries and developing countries around the world. The ODA Evaluation Workshop has been held by MOFA since FY 2001 to improve the evaluation capacities of government officials and specialists in the Asia-Pacific region. This year, it was held for the 15th time under the theme “Evaluation Capacity Building in SDG Era” in Colombo, Sri Lanka on February 7 and 8, 2018, co-organized by MOFA and Sri Lanka’s Ministry of National Policies and Economic Affairs. Previously, the workshop has been held in Japan (Tokyo) or ASEAN countries, such as Malaysia and the Philippines, but this time it was held in South Asia for the first time. A total of 42 people from ODA evaluation institutions of 15 countries in the Asia-Pacific region including Japan and Sri Lanka.



Participants of the ODA Evaluation Workshop.

This was the first time that I participated in the workshop. Most impressive to me was the fact that throughout the entire workshop the Sri Lankan government took the lead in proceedings by working with University of Colombo and the Sri Lanka Evaluation Association, while receiving assistance from MOFA. Also, the passionate discussions involving all participants left a considerable impression on me.

During Session 1 of the ODA Evaluation Workshop called “The Role and International Trend of ODA Evaluation,” the representatives of the United Nations Development Programme (UNDP) and Asian Development Bank (ADB) each gave presentations on the importance of working toward the SDG indicators and monitoring evaluations. Following this, an official of Sri Lanka’s government made a presentation on Sri Lanka’s efforts in utility focused and participatory evaluations. During the discussions that followed, participants confirmed the importance of reinforcing international cooperation in evaluations.

In Session 2, which focused on “Efforts and Practices of Implementing SDGs,” I gave a presentation on the progress of the SDGs in Indonesia under the title “Findings from The Survey on Promoting Planning and Implementation of SDGs in the Republic of Indonesia.” I stated that The Government of Indonesia has established an action plan to achieve the SDGs and it is in the process of building a monitoring evaluation system, but future issues remain in terms of data aggregation systems at the local level and approaches to collaboration with the private sector. In response, I received valuable comments from a representative of the Government of Indonesia who said the country is focused on addressing regional disparities and is working on measures not to leave anyone behind. Moreover, a commentator from the Sri Lanka Evaluation Association who said, “I understand that Indonesia is one step ahead of other countries. We will need to have more open discussions when localizing indicators for gender and inequality.”

In Session 3 entitled “Each Country’s Efforts and Practices of Implementing SDGs in the Evaluation Context,” a presentation was made on the results of a MOFA questionnaire on responses to the SDGs and initiatives, which was answered by participants prior to the workshop. It was confirmed that data collection and management of SDG indicators is an issue. During Session 4 called “Diverse ODA Evaluations,” JICA gave a presentation on the benefits of process evaluation, while MOFA made a presentation on its efforts in evaluations from diplomatic viewpoints in policy level evaluation. Both presentations shared solutions and outcomes for making lesson learned from evaluations more substantial among aid organizations.



Workshop session.

Thus, meaningful discussions were held throughout the workshop, and it was an excellent learning experience for me as well. At the same time, I strongly felt that past ODA Evaluation Workshops had fostered the sense of shared awareness for importance of collaboration in evaluation and efforts to improve the role of evaluation and trust among participating countries. One of the meaningful outcomes was that Sri Lanka demonstrated its leadership as a South Asian country and a host country, in addition to Japan and middle-income countries of ASEAN.

Yoko Ishida
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Hiroshima University

The SDGs and ODA Evaluation

The 2030 Agenda for Sustainable Development, which was adopted by the United Nations General Assembly in September 2015, calls on all countries to achieve 17 Sustainable Development Goals (SDGs), leaving no one behind. Japan has been making various efforts to achieve the goals under the SDGs Promotion Headquarters led by the Prime Minister.

Through ODA evaluation, the Ministry of Foreign Affairs of Japan (MOFA) assesses whether Japan's ODA policy is consistent with international priority issues. The consistency between Japan's ODA policy and the SDGs are examined in the third-party evaluation contained in this annual report.

The 2030 Agenda mentions that improving evaluation capacity in developing countries is crucial for attaining sustainable development. Japan hosted the 15th ODA Evaluation Workshop in Colombo with the cooperation of the Government of Sri Lanka in February 2018, aiming to strengthen national evaluation capacities to achieve the SDGs. Participants from Asia-Pacific countries and inter-governmental organizations held lively discussions, sharing information and views under the theme of evaluation capacity building. This event served as a great opportunity for mutual learning and network building.

Internationally, the OECD Development Assistance Committee (DAC) has been reviewing the current evaluation criteria in line with the 2030 Agenda. MOFA is contributing to its ongoing process with domestic stakeholders' cooperation. In this manner, MOFA is committed to enhancing ODA policy evaluation, evaluation systems in developing countries, and international ODA evaluation criteria to best suit to the SDGs era.

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ODA Evaluation Division
Minister's Secretariat
Ministry of Foreign Affairs of Japan

References

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- 31 Brief Summary for Evaluation Report on Individual Project under Grant Aid (Brief Summary)
 - 31 1 Emergency Grand Aid for the Project to Implement Emergency Measures in Response to the Influx of Syrian Refugees (FY 2013 Jordan)
 - 32 2 Non-Project Grant Aid (FY 2014 Palestine)

33 FY 2017 Partner Country-led Evaluation

- 33 Evaluation of Japan's Official Development Assistance in the Economic and Social Infrastructure Sector in the Independent State of Samoa (Summary)

34 References and Related Websites

Country Assistance Evaluation of India (Brief Summary)

Evaluators (Evaluation Team)
• Chief Evaluator: Kaoru Hayashi, Professor, Bunkyo University
• Advisor: Rie Makita, Professor, Gakushuin University
• Consultant: Foundation for Advanced Studies on International Development
Period of the Evaluation Study: June 2017–February 2018
Field Survey Country: India

Background, Objectives and Scope of the Evaluation

Japan is assisting India in the three priority areas, (1) “enhancing connectivity,” (2) “strengthening industrial competitiveness” and (3) “supporting sustainable and inclusive growth,” defined in the Country Assistance Policy (currently Country Development Cooperation Policy) for India. As Japan assists India in a wide range of areas, the Evaluation Team evaluated the performance of Japan’s assistance in Priority Area 3 based on the results of the field study in order to prepare valuable recommendations for future assistance.

Brief Summary of the Evaluation Results

1 Development Viewpoints

(1) Relevance of Policies (Rating: B)

Japan’s Country Assistance Policy for India is highly consistent with the development policies of India and it conforms to the development needs of India, including poverty reduction and the improvement of basic social services. The Evaluation Team has found that the country assistance policy is highly consistent with the high-level cooperation policies of Japan and international priority development issues. Meanwhile, the team recommends that a roadmap to solve development issues in each program in Priority Area 3 be developed and specified for the achievement of the goals.

(2) Effectiveness of Results (Rating: B)

The Evaluation Team has confirmed the results of assistance in all programs of Japan for agricultural and rural development, improvement of basic social services, forest resource management, development of water supply and sewerage system/ improvement of hygiene/pollution control and disaster management. In the forest resource management sector, afforestation conducted with Japan’s assistance in the period covered by this evaluation accounts for 27% of the afforestation planned by the Government of India. A total of 15.07 and 10.57 million people have benefited from the waterworks and sewerage development projects, respectively, and these projects have brought various positive results including the decrease in the cases of waterborne disease.

(3) Appropriateness of Processes (Rating: B)

The Evaluation Team has confirmed that the Government of Japan had maintained close communication with the Government of India and the relevant Japanese organizations for the preparation of the Country Assistance Policy for India and, as a result, India’s development needs are reflected in the policy. The team has also confirmed that Japan’s assistance to India has been implemented efficiently and effectively with integrated use of different characteristics of various assistance schemes.

2 Diplomatic Viewpoints

Both India and Japan appreciate the values of democracy, human rights and market economy and recognize each other’s importance in the national security. The relationship between India and Japan has been strengthening through frequent summit diplomacy of the two countries in recent years and the Government of Japan has upgraded the relationship to a “Special Strategic and Global Partnership.” In an opinion poll conducted in India, Japan was selected as “the most important partner of India at present” and “the most important partner of India in the future.” Japan’s assistance in the area of “supporting sustainable and inclusive growth” has high diplomatic importance from the viewpoints of realizing the philosophy of Japan’s development cooperation, political, economic, security and social relationships between India and Japan, and goals of the international community. The increases in investment from Japan to India and the number of Japanese companies doing business in India can be considered indirect impacts of ODA.

*Full text available here.

<https://www.mofa.go.jp/policy/oda/evaluation/FY2017/pdfs/india.pdf>

Recommendations

1 Recommendations Concerning Future Policies and Strategies

(1) Assistance in Agriculture Focused on Increasing Productivity and Value Addition

The current strategy of providing comprehensive assistance in the process from production to processing and distribution of crops shall be strengthened to assist the development of market-oriented agriculture, production of high value-added crops and use of Japanese technologies for efficient use of water resources and land.

(2) Comprehensive Review of the Results of the Assistance and Specification of the Future Strategy in the Forest Resource Management Sector

The results of the assistance provided so far shall be reviewed. Venues to share the results with a wide variety of stakeholders shall be created to disseminate the results to them. In addition, medium-to-long-term goals of the forest resource management program led by Japan shall be specified.

(3) Study on Implementation of Environmental and Disaster Management Education

A study shall be conducted on the feasibility of implementing environmental and disaster management education as a multi-program project in which educational activities to advise people of the water storage function of forests are integrated.

(4) Strengthening Cooperation in Air Pollution Control

A study shall be conducted on strengthening the cooperation in air pollution control in cities including Delhi.

(5) Review of All Programs in Priority Area 3

For the effective and efficient achievement of the goals in Priority Area 3, the assistance policy for and distribution of assistance to each program shall be reviewed with its strategic priority level for Japan taken into account.

2 Recommendation on Assistance Implementation Process

(1) Innovation of Public Relations Activities

Because results of the assistance in the area of “supporting sustainable and inclusive growth” are less visible than those of large-scale infrastructure development projects, innovative methods of public relations shall be used to disseminate the performance of Japan’s assistance in the area to the public.

(2) Staffing of JICA India Office

Personnel required for promoting the use of local NGOs and social enterprises and public-private partnerships and increasing the number of Japanese companies doing business in India shall be assigned to JICA India Office.

(3) Timely Revision of Country Assistance Policy

“The Country Assistance Policy for India” shall be revised as required before the scheduled time of regular revision because of the importance of India as a development partner of Japan and the high pace of economic development.

(4) Description of Points to Consider in the Infrastructure Development Sector in the Country Assistance Policy

When the “Country Assistance Policy for India” is renewed or revised next time, the possibility that infrastructure development projects can contribute sufficiently to the inclusive and sustainable growth and the need to consider ways to realize shall be added to the policy as points to consider at the time of the formulation of such projects.

Country Assistance Evaluation of the Republic of Uganda (Brief Summary)

Evaluators (Evaluation Team)
Chief Evaluator: Izumi Ohno, Professor, National Graduate Institute for Policy Studies
• Advisor: Masumi Owa, Lecturer, School of World English, Chukyo University
• Consultant: KPMG AZSA LLC
Period of the Scope of Evaluation: April 2010 – December 2017
Period of the Evaluation Study: June 2017 – February 2018
Field Survey Country: The Republic of Uganda

Background, Objectives and Scope of the Evaluation

Uganda had a population of 41.49 million people in 2016 and its economy has been growing at a steady rate. Uganda plays an important role in maintaining the stability of the surrounding area such as accepting refugees from South Sudan and other neighboring countries. This evaluation study has been conducted for 1) improving ODA management and 2) fulfilling the accountability to the people in Japan.

Brief Summary of the Evaluation Results

1 Development Viewpoints

(1) Relevance of Policies (Rating: A-Very High)

The Evaluation Team has confirmed that Japan’s assistance policies for Uganda are consistent with the national development plan of Uganda, Development Cooperation Charter of Japan and the trend of international aid. Japan has provided Uganda with assistance focused on the areas where Japan has advantage, e.g. infrastructure development using advanced Japanese technologies, assistance for increasing rice production and capacity development in local administration to Northern Uganda. In this way, Japan’s efforts have been mutually complementary to assistance of other donors in Uganda.

(2) Effectiveness of Results (Rating: B-High)

Japan’s assistance to Uganda has made more remarkable contribution in quality than quantity (i.e. in the scale and amount). In the priority area of “Infrastructure Improvement to Achieve Economic Growth” stated in the Country Assistance Policy, Japan has assisted the development of “quality infrastructure” and formulation of the Master Plan on Logistics in Northern Economic Corridor. In the priority area of “Income Elevation in Rural Areas,” while Japan’s assistance has contributed to the increase in the yield of rice focusing on NERICA, it has faced problems attributable to the Ugandan side, such as the lack of agricultural statistics and problems in the extension system. In the priority area of “Improvement of Living Conditions (Health and Water Supply),” the improvement of various indicators, especially those in the health sector, has been observed. The program approach which combines a variety of aid schemes was adopted for the assistance in the priority area of “Peacebuilding in Northern Uganda.” The assistance focused on the development of basic infrastructure has contributed to the reduction in the poverty rate. However, it is expected to take some time to realize the effect of soft-component assistance including that for the development of administrative capacity and human resources partly because of the influence of the internal conflict in the past.

(3) Appropriateness of Processes (Rating: B-High)

Officials of the Government of Uganda (GOU) with the understanding of Japan and Japanese policy advisors dispatched to GOU have had positive effect on Japan’s assistance. The dispatch of Japan Overseas Cooperation Volunteers (JOCVs) in groups (e.g. group dispatched for disseminating NERICA rice), partnership with private sector and the activities of the local staff of JICA Uganda Office in the Local Development Partner Group (LDPG) can be evaluated highly. The Embassy of Japan (EOJ) in Uganda has actively engaged in the public relations activities for Japan’s assistance. On the other hand, the Evaluation Team considers it necessary to develop a strategy for the dissemination and extension of the outcome of a long-term project such as in vocational training program. The team has also noted that EOJ in Uganda and JICA Uganda Office are required to handle increasing workload including assistance to refugees from South Sudan and also support for Japanese companies with their limited human resources.

2 Diplomatic Viewpoints

Uganda is in a pivotal location connecting the natural-resource-rich neighboring landlocked countries and the Port of Mombasa in Kenya. It is also an important base of PKO in South Sudan. As Uganda intends to develop its economy by promoting regional integration, Japan’s assistance to Uganda is also important in promoting stability and development of the surrounding area. The frequent exchange visits by top government officials between Japan and Uganda in recent years have intensified the interaction of people and cultural exchange. The team has identified the expansion of interaction between both countries’ local governments and private companies at multiple levels through the implementation of the projects with private sector and the development of global human resource

*Full text available here.

<https://www.mofa.go.jp/policy/oda/evaluation/FY2017/pdfs/uganda.pdf>

through the experience of JOCV as a diplomatic impact of Japan’s assistance to Uganda. The improvement in the visibility of Japan’s assistance to Uganda has been confirmed by the increase in the number of articles about Japan in local media in the last few years. Business activities of Japanese private companies in Uganda are increasing gradually and Japanese small and medium-sized enterprises are establishing and expanding their business and developing new business in Uganda.

Recommendations

1 Strengthening strategic approaches in the implementation of assistance projects

(1) Strengthening Japan’s engagement in enhancing policies and systems of Uganda:

The knowledge learned from the practical experience in the field of assistance and the mutual trust thereby developed with the Ugandan counterparts should be utilized in order to increase Japan’s involvement in policy formulation for system development for the dissemination and promotion of outcome of individual projects (e.g. development of agricultural statistics and nationwide expansion of the vocational training program)

(2) Strengthening measures to develop ownership and self-help effort of Ugandan counterparts

(3) Formulation of exit strategies for long-term assistance projects, especially those for vocational training

2 Strengthening Japan’s ODA implementing structure in Uganda

(1) Assignment of a person in charge of partnership with private sector with knowledge and experience to EOJ in Uganda

(2) Promotion of local staff of JICA Uganda Office and provision of incentives to them and sharing of good practices with other JICA offices

(3) Active use of policy advisors and identification and development of persons specialized in development policies:

It is important to find and purposefully use persons with communication skills on assistance policies, including those who have worked overseas and in international organizations, to assign competent policy advisors continuously. The Evaluation team considers that it is important to expand and improve policy-oriented graduate programs in which Japanese graduate students study with foreign students to develop such persons.

3 Development and active use of human resources knowledgeable about Japan

Japan needs to develop human resource knowledgeable about Japan’s assistance and Japanese concept of values at the levels of formulation and implementation of policies and use them actively in Uganda, where many donors work. The Evaluation Team recommends that EOJ in Uganda and JICA take strategic measures such as maintaining close communication with GOU and relevant organizations to identify and develop pro-Japanese employees in them and provide such people with opportunities to play active parts in bilateral assistance projects.

4 Strengthening measures aiming at expanding interaction between Uganda and Japan at multiple levels

(1) Holding ODA Task Force Meetings in an expanded manner in both public and private sectors working in Uganda:

The Evaluation Team recommends creation of a venue for EOJ and JICA to exchange opinions with private companies and NGOs on various issues including investment environment, human resource development and cooperation with Japan’s assistance, in addition to the regular ODA Task Force meetings between EOJ and JICA.

(2) Establishment of venues for Ugandans and Japanese in the public and private sector to interact with one another in Uganda and Japan:

The Evaluation Team recommends creation of a venue of Ugandans and Japanese people in the public and private sectors in Uganda and Japan to exchange information and views for contributing career development of former JOCVs and African Business Education Initiatives for Youth (ABE Initiative) Program trainees, market exploration by private companies, and so on.

Executive Summary: Country Assistance Evaluation of Cambodia

Evaluators (Evaluation Team)

- Evaluation Chief: Juichi Inada, Professor at Senshu University, the Department of Economics
 - Advisor: Masato Noda, Associate Professor at Ibaraki University, the Department of Humanities and Social Sciences
 - Consultant: Waseda University Target
- Period of Evaluation: June 2012 – December 2017
Period of Evaluation Study: August 2017 – February 2018
Field Survey Country: Cambodia

Background, Objectives and Scope of the Evaluation

Japan and Cambodia have a good political and economic relationship, and in terms of the aspect of strengthening the relations with the Mekong countries in trade and investment, the continued support to the country is of great importance. This evaluation comprehensively evaluates Japan's ODA policies for Cambodia, considering the significance of ODA to Cambodia. Its purpose is to obtain recommendations and draw lessons for policymaking and operation of future ODA policies.

Overview of the Evaluation Results

1 Evaluation from Development Viewpoints

(1) Relevance of Policies (Rating: B, satisfactory)

Japan's ODA for Cambodia is consistent with Cambodia's development needs, Japan's higher-level policies, and the international priority. Through cooperation with other donors, Japan has been successfully producing interactive results. However, Japan's comparative advantage is decreasing because other donors including China have begun using Japanese assistance approach. While the quality of Japan's aid is said to be high, the quantity is low compare to China.

(2) Effectiveness of Results (Rating: C, partially unsatisfactory)

Japan's aid for Cambodia is effective in the roads, electricity, water supply, and health care sectors. In the water supply sector, the rate of access to safe water has significantly improved. On the other hand, the effects on agricultural and educational sectors have not been confirmed since the appearance of the effects requires time. In governance sector, Japan has been providing assistance for human resources development to tackle corruption, develop legal and judicial system, manage financial administration, and reform public administration. However, due to the issues of low financial transparency, skills shortages and corruption of judiciary authorities, the effectiveness is not high.

(3) Appropriateness of Processes (Rating: B, satisfactory)

Japan's ODA policies for Cambodia have responded to Cambodia's developmental needs and have been formulated through appropriate procedures. The policy monitoring and follow-up have been implemented appropriately, except that it is difficult to understand how public opinion and the results of previous third-party evaluations are utilized in policymaking.

2. Evaluation from Diplomatic Viewpoints

Since its inception in 1954, Japan's ODA to Cambodia has been highly regarded by the Cambodian government and citizens. Due to frequent exchange visits and bilateral meetings, the relationship between the two countries developed from a donor-recipient to a strategic partnership. Considering Cambodia's geopolitical importance, Japan's continued assistance will be an asset to Japan's diplomacy.

*Full text available here.

<https://www.mofa.go.jp/policy/oda/evaluation/FY2017/pdfs/cambodia.pdf>

Recommendations

1 Continuing support for “high quality infrastructure,” and simplification and speedup of the procedure

Since Japan is not the top donor anymore in terms of quantity, it should build a position as the best donor by promoting “high quality infrastructure” to the Cambodian government. To improve efficacy, Ministry of Foreign Affairs of Japan and JICA should further simplify the administrative procedure.

2 Broader cooperation between aid agencies and utilization of private funds to secure quality and quantity

To increase aid quantity, the government of Japan should cooperate with the private sector and donor agencies. Agencies such as the Japan Bank for International Cooperation (JBIC) and the Asian Development Bank (ADB) that are good options as they are capable of making large financial contributions. Effective and efficient cooperation with these agencies will also bolster the quality of infrastructure.

3 Expansion of ODA for human resources development and strengthening of cooperative relationship

Cambodians who have studied in Japan have been making economic and developmental contributions in Cambodia. Japan should provide more opportunities for Cambodians to pursue their studies in Japan to not only support Cambodia's development but also establish tighter bilateral relationship. Further, since the lack of human resources is one of Cambodia's urgent problems, Japan should increase assistance for their educational policies reform, including training and reinforcement of teachers. The project for water supply system that Japan's City of Kitakyushu supports has provided opportunities for the young staff in the city to learn, so establishing reciprocal cooperative relations between the two countries is desirable.

4 Involvement in governance improvement and expansion of cooperation through participation of broader strata of citizens

To ensure Cambodia to receive the required support to build a society based on good governance and lawfulness, Japan must continue to deliver effective aid. In this effort, Japan should seek assistance from NGO's, civil society and judicial officials to achieve positive outcome. The lawful support will distinguish Japan's aid from other donors such as China. Giving them honest opinion would be necessary to be a true partner of Cambodia.

Evaluation of JICA Volunteer Program (Brief Summary)

Evaluators (Evaluation Team)

- Chief Evaluator: Ryokichi HIRONO, Professor Emeritus, Seikei University
 - Advisor: Yoko FUJIKAKE, Professor, Graduate School of Urban Innovation at Yokohama National University
 - Consultant: International Development Center of Japan Inc.
- Target Period: 2002 to 2017 (implementation period for this evaluation study)
Period of the Evaluation Study: June 2017 – February 2018
Field Survey Countries: Nicaragua, Brazil

*Full text available here.

<https://www.mofa.go.jp/policy/oda/evaluation/FY2017/pdfs/jica.pdf>

Background, Objectives, and Scope of the Evaluation

Embodying Japan's “visible assistance,” the JICA Volunteer Program has generated results and is highly regarded both within Japan and overseas. The objective of this evaluation was to conduct a comprehensive examination of the JICA Volunteer Program, and based on the results, to make recommendations for policy-making by the Government of Japan regarding the future of the JICA Volunteer Program. Additionally, lessons are drawn as a reference for effective and efficient implementation of the program. Furthermore, the study will ensure accountability to the people of Japan by making these evaluation results widely available to the public. Brief Summary of the Evaluation Results

Overview of the Evaluation Results

1 Evaluation from Development Viewpoints

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

The JICA Volunteer Program has a highly satisfactory level of consistency with Development Cooperation Charter and other relevant policies. It was also confirmed to have a satisfactory level of consistency with the development needs of the recipient countries and highly satisfactory level of consistency with the needs of volunteer applicants and relevant Japanese organizations. Furthermore, it has a highly satisfactory level of consistency with global issues, and a comparative advantage not seen in similar programs in other countries and organizations. The program received high marks for most of the evaluation items.

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

A review of volunteer dispatching during the evaluation period found that results are steadily produced, with a highly satisfactory level of effectiveness. Although individual cases vary widely, individual volunteer activity outcomes are judged to be for the most part, satisfactory. It is difficult to set quantitative indicators for the overall benefits of the JICA Volunteer Program. However, these are also judged to be for the most part, satisfactory.

(3) Appropriateness of Processes (Evaluation = A: Highly Satisfactory)

The methods used in the JICA Volunteer Program are regularly reviewed. Revisions are implemented and improvements are made as needed. Monitoring of individual volunteer activities/outcomes is also conducted. Through this, many improvements to the JICA Volunteer Program have been made. Since it is likely that improvements are being made continuously, the appropriateness of program implementation and improved processes can be evaluated as highly satisfactory. In terms of program management, information is shared and responsible officials for activities are clearly identified. Partnerships with Japanese organizations are also proactively promoted. Thus, the appropriateness of the program implementation framework, as well as cooperation and coordination with relevant agencies is highly satisfactory. Furthermore, in light of the specific nature of the program, in that it consists of voluntary participation by Japanese citizens, the appropriateness of the disclosure and transmission of information, which is conducted proactively, can also be evaluated as highly satisfactory.

2 Evaluation from Diplomatic Viewpoints

Due to the clear positioning in Japan's diplomacy and the role of volunteers as “grassroots diplomats,” the diplomatic importance of the program is very high. The diplomatic impact (in terms of bilateral

relations) is also very high, as the program is highly regarded by the dispatch destination countries, with official commendations having been awarded. Additionally, as seen from the outpouring of large donations from these countries after the Great East Japan Earthquake, the diplomatic impact (in terms of Japan's position in the international community) is very large.

Recommendations

1 Recommendations on program design and management

(1) The program should continue to be implemented in the future, upon changing the “volunteer” title, which evokes the image of a “free labor force,” as well as correcting the division between “youth” and “senior” participants. Additionally, in light of their role as “grassroots diplomats,” necessary knowledge and communication skills must be imparted on volunteers.

(2) The position of the program should be clarified in country assistance policies and rolling plans in the longer term. New occupational categories should be set and group dispatches should be increased. Partnerships with universities, private companies, and local governments should also be expanded.

(3) Due to the difficulty into setting quantitative indicators, it is necessary to further assess clear needs, expand the scope of needs hearings, develop systems for archiving and sharing information with predecessor volunteers, strengthen public relations, and develop/disseminate techniques for quantitative monitoring and evaluation.

2 Recommendations specific to the Nikkei Communities Volunteer Program

Efforts should be made to strengthen training on the principles of Nikkei community support, expand the volunteer application requirements to include Nikkei (emigrants of Japanese descent), strengthen participation in various activities in the dispatch destination countries, expand support in Nikkei communities, as well improve name recognition for Volunteers for Nikkei Communities among the people of Japan.

3 Recommendations on treatment, respect, life planning, and support systems by stakeholders

While also making the stable employment of JICA Volunteer Coordinators a reality, the support for JICA volunteers after their return to Japan should be expanded in terms of the respect extended to them, their treatment after their period of dispatch ends, and in clear life planning.

4 Recommendations on support systems by stakeholders apart from MOFA and JICA

The Global Compact framework is an initiative that encourages companies to demonstrate responsible and innovative leadership to achieve sustainable growth. Using this concept, companies must make proactive efforts in their hiring activities; other stakeholders should also expand their support systems.

Evaluation of Japan’s ODA to Africa through the TICAD Process for the Past 10 Years <Overview>

Evaluation team members:
· Chief Evaluator: Katsuya Mochizuki, Professor at the Department of International Cooperation, Graduate School of Toyo Eiwa University
· Advisor: Kiyoko Ikegami, Chair of the Board of the Plan International Japan, and Professor at the School of Tropical Medicine and Global Health of Nagasaki University
· Consultant: Mizuho Information & Research Institute, Inc.
Evaluation period: July 2017 to February 2018
Field study country: Ghana

Background, Objectives, and Scope of Evaluation

The Tokyo International Conference on African Development (TICAD) is an international forum led by Japan that focuses on the development of Africa. The TICAD process is considered to provide the basis for Japan’s policies on the development of Africa. The evaluation study addresses the measures formulated based on Japan’s policies on assistance to Africa announced at the TICAD summit-level meetings held over the past 10 years.

Brief Summary of the Evaluation Results

1 Development Viewpoints

(1) Relevance of Policies (Rating: B “satisfactory”)

The relevance of Japan’s policies on assistance to Africa, in regard to consistencies with (1) international initiatives and development cooperation trends; (2) Japan’s relevant policies such as the Development Cooperation Charter; and (3) development needs of Africa, is generally high. With individual policy documents and events, however, there is partial lack of clear consistency, which seems to be caused by a deficiency of explanations about Japan’s recognition of issues and the philosophical underpinnings of its policies on assistance to Africa.

(2) Effectiveness of Results (Rating: C “partially unsatisfactory”) ※1.2

For the results and achievements made through Japan’s ODA to Africa in terms of (1) Input; (2) Output; (3) Impact; and (4) Achievements in the Case-study country (Ghana), the rating is generally high for (2) and (4) in the country, while the size of (3) is unknown due to a lack of significant analysis results. As for (1), the target of increasing the amount spent in assistance to Africa was achieved, but the input amount is insufficient considering the economic size of Japan in comparison with the average input level of major donors and the relevant international targets.

(3) Appropriateness of Processes (Rating: B “satisfactory”)

The appropriateness of processes for Japan’s policies on assistance to Africa was rated highly as a whole. However, for (2), it was pointed out in the evaluation study that there was still room for enhancement and improvement regarding information sharing between the government and assistance implementation organizations.

2 Diplomatic Viewpoints

From an economic perspective, the diplomatic importance of Japan’s policies on assistance to Africa seems to have increased step by step since 2008, when TICAD IV was held. The evaluation team verified the diplomatic effect of the policies in economic terms with regard to the (1) monetary value of Japan’s export to, import from and investment in Africa; (2) sales recorded by Japanese companies’ local subsidiaries in Africa; and (3) outlook for businesses run by Japanese companies targeting Africa. As a result, it was revealed that the economic effect or benefit of the policies had not yet been fully realized by Japan, but such effect might be forthcoming in the future as the amount of business conducted by Japanese companies in Africa is gradually increasing.

*Full text available here.
<https://www.mofa.go.jp/policy/oda/evaluation/FY2017/pdfs/ticad.pdf>

Recommendations

1 Documentation of Japan’s recognition of issues and philosophical underpinnings of policies with regard to assistance to Africa※3※

The documents on Japan’s policies on ODA to Africa (detailed later) lack explanations about the country’s recognition of issues faced by Africa and about the underlying philosophy that shapes the policies formulated to tackle these issues. It is therefore recommended to: (1) replace the current compact “resume”-like documents describing Japan’s policies on assistance to Africa with “reading materials;” or (2) create explanatory documents a posteriori in addition to the documents describing the policies on assistance to Africa, thereby remedying the deficiency of explanations and helping those involved in ODA and related fields and the general public to deepen their understanding of the policies.

2 Enhancement of regional/south-south cooperation

It is recommended that regional projects encompassing multiple countries in the region as well as south-south cooperation between African countries be fostered to enhance the sharing and transfer of development results across Africa. It is worthwhile to include descriptions on the “modality” in the documents describing Japan’s policies on assistance to Africa.

3 Enhancement of cooperation with other donors and the African Union

TICAD is an open forum held by Japan in partnership with the World Bank, the United Nations Development Programme (UNDP) and the African Union Commission (AUC). Support from and collaboration with these international organizations would greatly help Japan achieve further results in its assistance to Africa. It is therefore recommended that Japan further enhance cooperation with other donors and the AU.

4 Promotion of TICAD namesake projects and facilities

For Japan to raise the level of interest among domestic companies in doing business in Africa in order to implement projects actually undertaken in the region and thereby bring about economic benefits to Japan as a result of its ODA diplomacy, the country needs to attract more attention to and interest in TICAD and its policies on assistance to Africa. To this end, it is recommended that the government further promote TICAD namesake projects and facilities as a means of increasing public awareness of TICAD and Japan’s policies on assistance to Africa.

5 Examination for the prompt implementation of core TICAD projects

Some point out that it takes a considerable amount of time for Japan to decide on the implementation of a development assistance project, and that accelerating the decision-making process would help increase Japan’s presence in Africa. It is therefore recommended that the government examine how to shorten the time required to make decisions on the implementation of projects in fields specified in the policies as core areas.

※ MOFA’s divergence of opinions against the third-party Evaluation Team’s opinions. ※ 1, 2 and 3 are shown respectively on p. 16, p. 15, and p. 11 and p. 20 of the full text.

Evaluation on Japan’s Assistance to Connectivity in the Mekong Region with a Focus on the Southern Economic Corridor (Brief Summary)

Evaluators (Evaluation Team)
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· Consultant: International Development Center of Japan Inc.
Period subject to Evaluation: 2015 –2017
Period of the Evaluation Study: June 2017 –February 2018
Field Survey Country: Thailand, Cambodia, and Vietnam

*Full text available here.
<https://www.mofa.go.jp/policy/oda/evaluation/FY2017/pdfs/mekong.pdf>

Background, Objectives and Scope of the Evaluation

The Mekong region is an important region in geopolitical and economic terms with strong historical and cultural ties to Japan. Maintaining and developing global competitiveness, and delivering “quality growth” across the region have significant implications for the peace and prosperity of Japan. To bring about stability and prosperity in the Mekong region, it is necessary to strengthen connectivity in the region. Recognizing this, this report evaluates Japan’s assistance to strengthening connectivity in the Mekong region with a focus on the Southern Economic Corridor. The aim of the evaluation is to obtain recommendations based on the evaluation results that will prove constructive for planning and implementing the assistance policies for the connectivity in the Mekong region in the future, and to ensure accountability to the nation.

Brief Summary of the Evaluation Results

1 Development Viewpoints

(1) Relevance of Policies (Evaluation Result: A–Highly satisfactory)

The aim of the policy, which is stability and “quality growth” in the Mekong region by strengthening connectivity, is highly consistent with Japan’s Development Cooperation Charter and related policies. It is also consistent with the development policies, development issues, and socioeconomic development needs in each Mekong country. There is also consistency with international priorities that aim for sustainable development through industrialization and the development of hard infrastructure. In terms of assistance with connectivity in the Mekong, Japan’s advantages are neutrality within the Mekong region, credibility with each country, quality infrastructure technology, and efficient aid schemes. Due to these advantages, Japan is expected to fulfill the role of a coordinator in the Mekong region. There are several corridors in the Mekong region and the development priorities differ depending on the country. Assistance that considers each country’s development needs and potential in more depth is advisable. It is also important to integrate the multiple policy documents related to the assistance to connectivity in the Mekong region, and bring them together into a unified form.

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

In terms of hard infrastructure connectivity, the Evaluation Team confirmed the strong effects of shortening traveling time and increasing traffic/logistics volumes by developing infrastructure such as roads, bridges, and port facilities. In terms of soft infrastructure connectivity, the Team confirmed that streamlining legislation related to logistics and reducing logistics costs are remaining issues despite the streamlining of customs clearance procedures following the introduction of electronic customs clearance. Aside from ODA, cooperation with a range of relevant agencies including the private sector is required. Since it will take time before the effects of the assistance for industrial human resources development, one of the priority areas of the policy, emerge, monitoring with a longer-term perspective is necessary. In addition, setting clear targets and associated indicators in the policy documents allows consideration of more effective methods of assistance.

(3) Appropriateness of Processes (Evaluation Result: B–Satisfactory)

Based on sufficient coordination in Japan and in the Mekong region through the Mekong-Japan meetings, Japan’s cooperation with regard to strengthening connectivity in the Mekong is determined after collecting the opinions of various stakeholders. The evaluation rated highly on almost all studied items, but it is necessary to consider monitoring at the program level and information-sharing about policy level monitoring and evaluation results between MOFA and Japan’s diplomatic missions.

2 Diplomatic Viewpoints

Amid the increasingly severe security environment in Asia in recent years, further integration, prosperity, peace and stability in the geopolitically strategic ASEAN, which includes the Mekong countries, is extremely important for peace and stability in Asia and in the international community. For Japan, the Mekong region is also an extremely important market in terms of trade investment and overseas infrastructure development. Based on such political and economic aspects, assistance with the strengthening of connectivity in the region is diplomatically imperative. In addition to expressions of support from the ASEAN countries for Japan’s standpoint on security, investment from Japan in the Mekong region and the number of companies expanding to the region are increasing. Human exchanges between Japan and the Mekong countries have also been revitalized. It is difficult to clearly indicate the causality between Japan’s ODA for strengthening of connectivity in the region and the diplomatic impacts, but Japan’s ODA is strengthening relations with the Mekong countries, and there is a degree of diplomatic impacts from the political, economic, and social aspects generated by this.

Recommendations

1 Integrated Mekong-Japan regional cooperation policy (strengthen cooperation between MOFA and other ministries and agencies)

Where the relevant policy documents are concerned, strengthen sharing and cooperation between the related ministries and agencies in Japan and provide clear descriptions to the stakeholders in the Mekong region of the aims and methods of Japan’s assistance policy for connectivity in the Mekong region.

2 Strengthen the relationship between development policy in each Mekong country and corridor development cooperation

Verify development policy priorities based on the development policies and needs of each country, and implement development cooperation linked to strengthening international competitiveness in the region. Consider support not only for the manufacturing sector, but also for industrial development that leverages the special characteristics of each country. Aim to revitalize the regional economy by continuing support for institution building, etc.

3 Reinforce initiatives to strengthen connectivity in the Southern Economic Corridor

Continue assistance with developing hard infrastructure and quality maintenance management. Strengthen soft infrastructure connectivity to ease congestion near national borders, to streamline logistics and to facilitate trade.

4 Demonstrate Japan’s initiative in assisting the Mekong region

For Japan to take the initiative (with assistance to strengthening connectivity) in the Mekong region in the future, it is important to clarify policy aims involving the strengthening of connectivity, and to bring a long-term perspective to establishing indicators and action plans. Demonstrate how Japan’s role as a coordinator in the Mekong region differs from conventional bilateral cooperation. In addition, endeavor to understand China’s movement in Mekong regional cooperation as China has a large presence in the region. Make assistance with strengthening connectivity in the Mekong region more effective.

5 Review and continue the cooperation approach in ODA

Continue to assist governments of the Mekong region with policy formulation and institution building by dispatching policy advisors and other long-term experts. Promote regional cooperation through Triangular Cooperation that leverages each country’s field of expertise. Take a flexible approach when considering new cooperation schemes.

Brief Summary for Evaluation Report on Individual Project under Grant Aid (Brief Summary)

Evaluators (Evaluation Team)
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・ Advisor: Prof. Yasushi KATSUMA, Graduate School of Waseda University
・ Consultants: Global Group 21 Japan, Inc.
Period of the Evaluation Study: August 2017 - February 2018
Field Survey Country: Jordan and Palestine

Objective of Evaluation

Among the completed projects under the Grant Aid by Ministry of Foreign Affairs of Japan (MOFA) with project amount more than one billion Japanese yen, the following projects were evaluated this time;

- 1. Emergency Grant Aid for the Project to Implement Emergency Measures in Response to the Influx of Syrian Refugees (FY 2013 Jordan)
- 2. Non-Project Grant Aid (FY 2014 Palestine)

Until now, MOFA has been conducting policy/program level evaluations (third-party evaluations) rather than individual project level. To strengthen the feedback mechanism of its Grant Aid, MOFA decided to implement evaluation of individual projects.

① Emergency Grand Aid for the Project to Implement Emergency Measures in Response to the Influx of Syrian Refugees (FY 2013 Jordan)

Project outline

A large-scale pro-democracy movement broke out in Syria on March 2011 that developed into the Syrian crisis, and more than 500,000 Syrian refugees inflowed into Jordan through September 2013. In reaction to this, the Japanese government extended Grant Aid in the amount of one billion Japanese yen to Jordan for emergency and humanitarian purposes. Specifically, Compactors, Wheel Loaders, Water Tankers and Vacuum Trucks were procured and delivered to the municipalities (host communities) receiving Syrian refugees scattered all around Jordan.

Summary of Evaluation

1 Evaluation from Development Viewpoints

(1) Relevance of Project (Evaluation result: C. partially unsatisfactory)

The policy decision to extend Emergency Grand Aid in 2013 when Jordan's economic and social situation was severe and vulnerable, was evaluated as highly satisfactory. However, because the objective of this project was to respond to the emergency and humanitarian needs of the Syrian refugees in Jordan, whether the project's scope suited that objective was the crucial point in evaluating the project relevance. This project contained a certain aspect of satisfying the development needs of municipalities who had been underserved before the Syrian crisis. Specifically, wheel loaders for construction works, not directly related to Syrian refugees, were procured under this project. Another such case is that a bulk of equipment was delivered to the southern region where the number of Syrian refugees was relatively small. These outcomes did not correlate well with the emergency and humanitarian purposes of the project. Therefore, the project scope should have been examined more carefully to respond to the project purposes properly. As a result, the project relevance was found to be partially unsatisfactory.

(2) Effectiveness of Results (Evaluation result: C. partially unsatisfactory)

Within the limited number of municipalities visited during the on-site survey, it was affirmed that the equipment needed in each host community was delivered, and were operated and maintained in good condition, in general. However, the project included some questionable equipment and coverage, as mentioned above (a), as to whether the project was truly an effective emergency and humanitarian project. Therefore, project effectiveness was judged partially unsatisfactory.

(3) Appropriateness of Processes (Evaluation result: C. partially unsatisfactory)

In light of the emergency nature of this project, it was found that the procedures were rapidly implemented. However, it was also found that there were some areas for further improvement, such as processes to examine and ensure the relevance of project scope, public relations and information disclosure, and with regards to maintaining record of changes

*Full text available here.

https://www.mofa.go.jp/policy/oda/evaluation/FY2017/pdfs/grand_aid.pdf

in the project scope.

2 Evaluation from Diplomatic Viewpoints

The Japanese government has continuously extended its bilateral assistance to Jordan with a total amount of more than 100 billion Japanese yen, including a Yen ODA loan for the support of Syrian refugees. With this support, the relations between Japan and Jordan have been very good, including top leaders of both sides. For Japan, who relies on the Middle East region for most of its energy resources, supporting the stability of Jordan who has a diplomatic relations with Israel and proactively promoting the Middle East peace process, directly serves the overall stability of the Middle East, and in turn, meets a Japanese national interest as well. In the international society, such as the UN General Assembly, Japan has been appealing for contributions to Syrian refugees, and leading the donor community in Jordan recently. However, since this Emergency Grand Aid was just a portion of the Japanese government's support to Jordan, it is difficult to evaluate its importance and direct effect on the impact of the diplomatic relations between Japan and Jordan from this Emergency Grand Aid alone. Therefore, the series of Japan's aid to Jordan was grasped from diplomatic viewpoints, and this was evaluated as a part of that.

Recommendation

1 Clarification of project scope according to each purpose of emergency / humanitarian assistance and development assistance

Although this project had emergency and humanitarian purposes, it included a strong development-oriented scope which was neither urgent nor humanitarian based. It should be made clear how to prevent such development objectives to enter into the scope of an emergency and humanitarian assistance project.

2 Enhancement of function to ensure the relevance of project scope in the project planning stage

In the project planning stage, not only is it important to respect the project contents requested by the recipient country, it is also important for MOFA to confirm the relevance of project scope swiftly in the beginning stage. This form of initial project assessment should be strengthened.

3 Preservation of discussion record of changes to project scope

When important changes to the project scope were made, the process of consideration should be made clear and the record should be appropriately kept.

4 Implementation of appropriate public relations

The information disclosure is limited for this project and the overall picture of Japanese support for Syrian refugees is not sufficiently communicated to the public. Therefore it is necessary to make more appropriate public relations about such projects to show the presence of Japan in the Middle East as a key region through fulfilling its global responsibility for the Syrian crisis.

5 Report of operation & maintenance from recipient country

Jordan was not required to report the operation & maintenance conditions after the delivery of equipment. In order to ensure project effectiveness, it is recommended to require the Ministry of Municipality Affairs of Jordan (the project executing ministry) to report back to Japan after some time, for example, three to five years after project completion.

② Non-Project Grant Aid (FY 2014 Palestine)

Project outline

The economy of the Palestinian Authority (PA) continued to be in a difficult situation from the destruction of a wide range of social and economic infrastructure through the series of conflicts after September 2000, followed by drastic decrease in employment opportunities. To enhance the Middle East Peace Process in such conditions, it was necessary to stabilize and develop the livelihood of Palestinians by supporting economic and social development efforts of the PA. Non-Project Grant Aid (NPGA) of one billion Japanese Yen was extended for that purpose, and this NPGA was intended for the purchase of commodities critically needed for daily economic activities in the Palestinian Territories; gasoline and diesel oil. Furthermore, the fund accumulated through selling such commodities (counterpart fund) was to be utilized for economic and social development in the Palestinian Territories.

Summary of the Evaluation

1 Evaluation from Development Viewpoints

(1) Relevance of Project (Evaluation result: A. highly satisfactory)

In 2014, the Gaza conflict broke out further affecting the chronically difficult PA budget situation. This NPGA was extended under such backdrop as a part of international support to PA. Therefore, project relevance is considered to be highly satisfactory.

(2) Effectiveness of Results (Evaluation result: B. satisfactory)

The share of this one billion Yen NPGA against the total assistance to PA, and the share of the imported gasoline/diesel oil against the total such imports to Palestine Territories are small. However, from 2007 to 2014, NPGA of about one billion Yen was extended to PA annually, and as a whole, this was very much appreciated by PA as a stable and predictable source of financing. The counterpart fund under FY2014 NPGA was yet to be deposited and implemented at the time of on-site survey, but considering the past track records, the counterpart fund is expected to be used effectively for priority projects.

(3) Appropriateness of Processes (Evaluation result: A. highly satisfactory)

In light of implementing this NPGA in an emergency, the processes were taken without delay. Furthermore, cooperation with JICA's technical cooperation was pursued actively, and implemented projects were regularly monitored by the PA and the Representative Office of Japan to the PA (ROJ).

2 Evaluation from Diplomatic Viewpoints

Support to the PA from the Japanese government since 1993 stood cumulatively at USD 1.78 billion (as of July 2017), and since 2007, ten Non-Project Grant Aids to the PA totaling 10.2 billion Yen have been extended. Such steady and continuous support is considered to have helped develop favorable relations between Japan and Palestine. The Representative Office of Japan to the PA (ROJ) was proactively using development assistance as a means of diplomacy by collaborating with JICA in utilizing the counterpart fund of NPGA. ROJ was also playing an important role for enhancing both development and diplomatic impact through brisk public relations activities including SNS.

However, since this NPGA was just a portion of the Japanese government's support to the PA, it is difficult to evaluate its importance and direct effect on the impact of the diplomatic relations between Japan and Palestine from this NPGA alone. Therefore, the series of

Japan's assistance to the PA was grasped from diplomatic viewpoints, and this NPGA was evaluated as a part of that.

Recommendations

1 More collaboration between MOFA Headquarters and its Overseas Establishments

Submission of the completion report about NPGA's counterpart fund projects from recipient government to MOFA is a prerequisite for MOFA to examine the new counterpart fund project requests from the recipient government. Therefore, it is important for both MOFA Headquarters and its Overseas Establishments to collaborate more closely to be able to achieve further diplomatic impact and accountability to the public at the same time.

2 Compilation of counterpart fund project operations as office references

A combination of counterpart fund projects monitored by ROJ and technical cooperation by Japan International Cooperation Agency (JICA) were actively pursued and implemented at the field level. Such examples of collaboration of different schemes should be compiled as office references and shared among concerned parties elsewhere.

3 Implementation of more active domestic public relations activities

The information disclosure of this NPGA was limited, and the publicizing of information on counterpart fund projects was also not sufficient in Japan. Since counterpart fund projects were highly appreciated in Palestine, MOFA should implement more active information disclosure and domestic public relations activities. That in turn will improve the understanding of NPGA scheme among a wider public audience, and further enhance diplomatic impact.

Evaluation of Japan’s Official Development Assistance in the Economic and Social Infrastructure Sector in the Independent State of Samoa (Summary)

Evaluators (Evaluation Team)
• Ministry of Finance of Samoa
• Ministry of Foreign Affairs and Trade of Samoa
• KVA Consultants Limited
Evaluation Period: January 20, 2018 to March 31, 2018
Evaluation Target: Independent State of Samoa

Details of the Evaluation Study

1 Purpose of Evaluation

Evaluate Japan’s ODA towards economic and social infrastructure in Samoa, aiming to utilize e other donors’ ODA efficiently and effectively.

2 Target of Evaluation

The target covers four major economic and eight social infrastructure projects implemented from 2007 to 2017. The 12 projects, power sector expansion project, environmental forest preservation project, reconstruction of Lufilufi Hospital, improvement of urban untreated water supply schemes, and others combine to represent 92% of Japan’s ODA provided to Samoa in the specified timeframe.

3 Methodology

The evaluation is conducted in line with the following three criteria based on the Guidelines for the Partner Country-led Evaluation June 2017 by Japan’s Ministry of Foreign Affairs.

- Relevance of Policies
- Effectiveness of Results
- Appropriateness of Processes

Comprehensive desk research and literature review of key documents, reports, statistics and data made available by the Embassy of Japan, Ministry of Finance and e-research was undertaken. In addition, the preliminary findings of the desk research and literature review formed the basis of the consultations and online survey circulated to stakeholders.

Evaluation Results

(1) Relevance of Policies

The relevance of policies concerning Japan’s ODA is high. All of the targeted projects implemented from 2007 to 2017 are consistent with the framework of Samoa national plan based on the Strategy for Development of Samoa and sector plan and Japan’s Development Cooperation Charter, including the priority fields stated at PALM 5, PALM 6, and PALM 7. With climate change becoming a priority area of Japan’s ODA based on the PALM Action Plan, Samoa should be able to utilize the national planning mechanism established recently in order to promote future assistance from Japan.

(2) Effectiveness of Results

The effectiveness of results is high. The formation process for appropriate projects made it possible for country to achieve its national and sector-specific targets. A majority of the target projects contributed to the alleviation of delays in significant economic and social infrastructure in Samoa. Japan’s ODA flows into Samoa are large disbursements, as evidenced by the Power Sector Expansion Project (PSEP) spanning multiple sectors.

(3) Appropriateness of Processes

The process to form projects was efficient. Significant improvements were observed in the public expenditure

*Full text available here.
<https://www.mofa.go.jp/policy/oda/evaluation/FY2017/pdfs/samoa.pdf>

management system that moves the flow of development funds in infrastructure development. However, there is also a problem of a growing funding gap between important infrastructure sectors.

Recommendations

(1) Relevance of Policies

- Strengthen of a formal planning/policy framework for establishing national development priority projects.
- Create a management plan and utilize existing systems for mobilizing resources to prioritizing climate change.

(2) Effectiveness of Results

- The following matters should be considered to address the training needs across all sectors through public ministries and agencies including Samoa’s Ministry of Works Transport and Infrastructure and the Ministry of Finance.
- Encourage partnerships with key educational institutions offering certificates/degrees relevant to the sector;
- Provide increased training in critical areas such as project management and analysis, monitoring and evaluation, data management to public sector staff;
- Undertake re-orientation of work processes, instruments, procedures and systems development;
- Put in place staffing and institutional arrangements for coordination and management between sectors; and
- Focus on ICT training to match the significant shift of infrastructure to a digital-based economy.

(3) Appropriateness of Processes

Increase innovative financing mechanisms to fill the funding gap within the economic and social infrastructure sectors. Promote fiscal management that draws on improved additionality of resources from co-financing and securing highly competitive concessionary loan financing.

- Enhance joint coordination monitoring frameworks through the use of existing tools such as the Joint Policy Action Matrix (JPAM), which coordinates assistance from other countries and was developed jointly by major donors and countries including the Government of Samoa, Asian Development Bank, and World Bank, to ensure joint monitoring by all relevant agencies.

Regular communication and sharing of 5-year rolling plans between Japan’s MOFA and Samoa’s MOFT will also strengthen information management for future issues. The combined impact of these measures will result in closer alignment with expected project results and achieve Samoa’s national development targets.

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