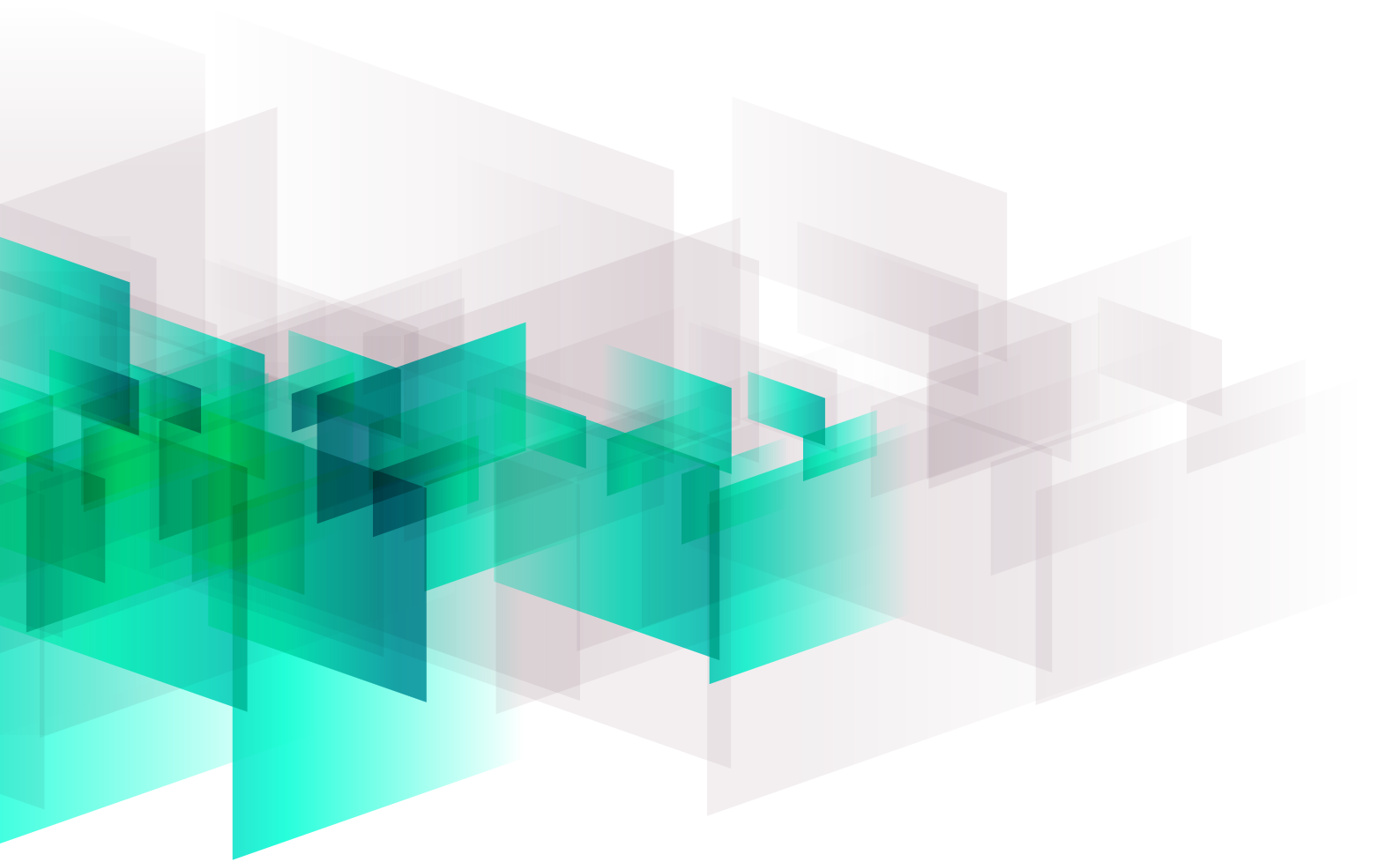









Annual Report on Japan's ODA Evaluation 2022



Ministry of Foreign Affairs of Japan

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What is ODA Evaluation?

Japan promotes development cooperation in order to contribute to securing the peace, stability, and prosperity of the international community. Official Development Assistance (ODA) is public funding for this purpose, and ODA evaluation is the task of assessing and analyzing the implementation status and effects of ODA.

ODA evaluation has two objectives. The first is **to improve ODA management and make ODA more effective and efficient by investigating its implementation status and effects**. The second is **to ensure public accountability as well as to gain public understanding and support by publishing the evaluation results**.

Japan has steadily conducted ODA evaluations since 1975, prior to the enforcement of the Government Policy Evaluations Act (GPEA) in 2002. It has developed its evaluation methodologies based on not only actual practices but also the evaluation criteria of international institutions engaged in ODA, including the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC).

This Annual Report gives an overview of the ODA evaluations by the Ministry of Foreign Affairs (MOFA) of Japan conducted separately from evaluations based on the GPEA.

Implementation Framework

In Japan, ODA policies are planned and formulated by MOFA, while the implementation of individual ODA projects is primarily the responsibility of the Japan International Cooperation Agency (JICA). ODA evaluation is conducted through mutual collaboration between MOFA and JICA with different roles.

Currently, MOFA primarily evaluates ODA policies by commissioning third parties such as external experts and consultants. JICA, on the other hand, mainly evaluates the individual projects that it is responsible for implementing.

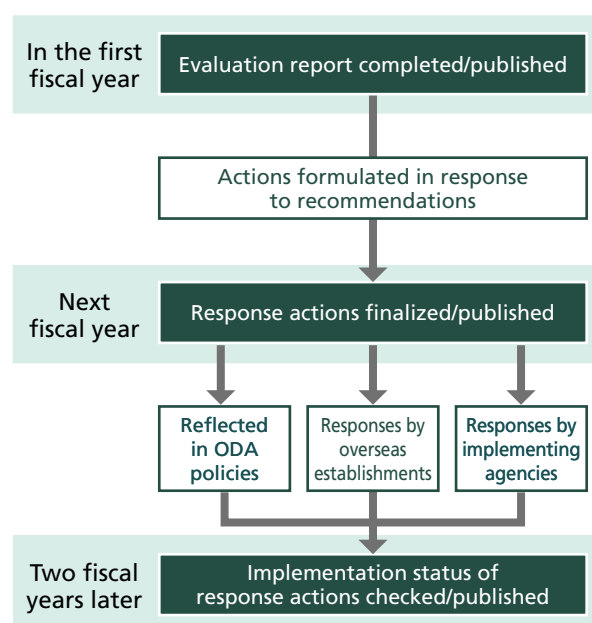
MOFA also assists partner countries in enhancing their evaluation capabilities.

Utilization of ODA Evaluation Results

It is important that the results and recommendations obtained from ODA evaluations be taken seriously by relevant parties such as MOFA, which is responsible for planning and formulating ODA policies, and JICA, which is responsible for implementing individual projects, and that they be utilized for formulating ODA policies and implementing ODA projects.

Accordingly, once the evaluation is completed, evaluators report the results and their recommendations directly to MOFA officials. In the next fiscal year, MOFA and JICA work together to formulate specific actions in response to the recommendations. Then, two fiscal years after the evaluation, MOFA checks the implementation status of these response actions and publishes the results in its annual evaluation report.

It is through this process that MOFA promotes ODA management and ensures public accountability, which are the objectives of ODA evaluation.



► Evaluation Targets

ODA evaluations (Third Party Evaluations) conducted by MOFA are classified into Country/Regional Assistance Evaluations, which target ODA policies for specific countries or regions, and Thematic/Schematic Evaluations, which target specific themes such as education, health, or the environment, as well as specific aid modalities (schemes) such as technical cooperation or grant aid.

Since FY2017, MOFA has also been conducting third-party evaluations of individual grant aid projects in which the maximum amount of aid offered is one billion yen or more. Internal evaluations are conducted for individual projects in which the maximum amount of aid offered is at least 200 million yen but less than one billion yen.

ODA individual evaluation reports (internal evaluations)

https://www.mofa.go.jp/mofaj/ms/oda/page24_000056.html

► Evaluation Viewpoints/Criteria

MOFA conducts ODA evaluations (third-party evaluations) from two different viewpoints: the extent to which Japan's ODA contributes to development in partner countries (Development Viewpoints), and the effects that the evaluated ODA policies have on Japan's national interests (Diplomatic Viewpoints). MOFA's ODA Evaluation Criteria are described below.

1 Evaluation from Development Viewpoints

MOFA has set the evaluation criteria described below as suitable for evaluating Japan's ODA policies based on the six internationally recognized Evaluation Criteria presented by the OECD-DAC (Relevance, Coherence, Effectiveness, Impact, Efficiency, and Sustainability). Under each criterion, specific verification items are provided.

■ Relevance of Policies

How relevant is the ODA policy to Japan's high-level policies, the needs of partner countries, and global priority issues? How outstanding is Japan's ODA compared to that of other donors?

■ Effectiveness of Results

To what extent are the initial targets and objectives achieved in line with plans? What were the specific outputs, outcomes, and impacts?

■ Appropriateness of Processes

How appropriate is the process of planning, formulating and implementing the ODA policy and implementation structure? Has effective coordination with other donors, international organizations, NGOs, and other actors been undertaken?

2 Evaluation from Diplomatic Viewpoints

■ Diplomatic Importance

In what respect is Japan's ODA important in resolving global priority issues, strengthening bilateral relations, and promoting Japan's security and prosperity?

■ Diplomatic Impact

How has Japan's ODA contributed to promoting Japan's presence in the international community, strengthening its bilateral relations, and promoting Japan's security and prosperity?

► ODA Evaluation Guidelines & Handbook

MOFA has published "ODA Evaluation Guidelines," which set out the basic principles of MOFA's ODA evaluations, and "ODA Evaluation Handbook," which describes the specific evaluation methodologies and procedures. These are prepared mainly to be applied in practical ODA evaluation work, but also offer useful information for anyone interested in ODA and its evaluation.

https://www.mofa.go.jp/policy/oda/evaluation/basic_documents/index.html

Summary of MOFA ODA Evaluations in FY2021

A total of five third-party evaluations were conducted in fiscal year 2021, consisting of three evaluations of Japan's ODA to Timor-Leste, Peru, and Malawi, one thematic evaluation (Education Cooperation Policy), as well as one evaluation of individual grant aid projects implemented by MOFA, namely, the Evaluation of Japan's Grant Aid to the Democratic Socialist Republic of Sri Lanka (Economic and Social Development Programme) in FY2017.

Evaluation from Development Viewpoints

In the evaluations of Japan's ODA to three countries and the thematic evaluation, "highly satisfactory" or "satisfactory" ratings were received across all the evaluation criteria: **Relevance of Policies**, **Effectiveness of Results**, and **Appropriateness of Processes**. The evaluations confirmed that these ODA policies were consistent with Japan's high-level policies and the needs of the partner countries, that Japan's cooperation contributed to resolving the development issues faced by the partner countries, and that policy formulation and implementation were carried out through appropriate processes.

In the evaluation of individual grant aid projects implemented by MOFA, the **Relevance of Plans** was rated "highly satisfactory," but the **Effectiveness of Results** was rated "partially satisfactory" as the achievement of the goals of economic and social development of the region and support from Japanese corporations could not be verified in the short-term. In addition, partly because of the impact of the COVID-19 pandemic, some equipment required repairs and some necessary work had not been completed.

Evaluation	Evaluation Ratings from Development Viewpoints		
	Relevance of Policies (Note 1) Relevance of Plans (Note 2)	Effectiveness of Results	Appropriateness of Processes
Evaluation of Japan's ODA to the Democratic Republic of Timor-Leste	Satisfactory	Satisfactory	Satisfactory
Evaluation of Japan's ODA to the Republic of Peru	Highly Satisfactory	Highly Satisfactory	Highly Satisfactory
Evaluation of Japan's ODA to the Republic of Malawi	Satisfactory	Satisfactory	Satisfactory
Evaluation on Japan's Education Cooperation Policy 2015-2020	Highly Satisfactory	Satisfactory	Satisfactory
Evaluation of Japan's Grant Aid to the Democratic Socialist Republic of Sri Lanka (Economic and Social Development Programme) in FY2017	Highly Satisfactory	Partially Satisfactory	

*Rating standards

- Highly Satisfactory:** All verification items produced highly satisfactory evaluation results.
- Satisfactory:** Most verification items produced highly satisfactory evaluation results.
- Partially Satisfactory:** A number of verification items produced highly satisfactory evaluation results, but there were some issues to be resolved.
- Unsatisfactory:** Most verification items produced unsatisfactory evaluation results.

(Note 1) For country assistance evaluations and thematic evaluations.

(Note 2) For evaluations of individual grant aid projects implemented by MOFA. Based on the results of the Analysis of Third-Party Evaluation of Bilateral Grant Aid Projects Conducted by MOFA and Proposal of Evaluation Methods carried out in FY2020, evaluations have been conducted using the two criteria "Relevance of Plans" and "Effectiveness of Results" since FY2021 by combining the Development and Diplomatic Viewpoints. As for the criterion "Appropriateness of Processes" that evaluates whether the processes effectively ensured the relevance of plans and effectiveness of results, it was integrated into the evaluation questions for Relevance of Plans and Effectiveness of Results, instead of being an independent evaluation criterion.

Evaluation from Diplomatic Viewpoints

Since 2015, all of MOFA's ODA evaluations have included evaluation from Diplomatic Viewpoints, which assesses the effects of ODA on Japan's national interests. The evaluation criteria consist of "**Diplomatic Importance**" (why the ODA is important to Japan's national interests) and "**Diplomatic Impact**" (how the ODA contributed to Japan's national interests). In the evaluation of grant aid projects implemented by MOFA, as a result of the analysis conducted in FY2020,

the “Diplomatic Viewpoint” and “Development Viewpoint” have been combined since FY2021. Also, verification items related to “Diplomatic Importance” are now included among “Relevance of Plans,” and verification items related to “Diplomatic Impact” are included among “Effectiveness of Results.”

In the FY2021 country assistance evaluations, the significance of **Diplomatic Importance** and **Diplomatic Impact** was confirmed for all countries, while a certain degree of impact was observed. It was confirmed that ODA has been used effectively as an important diplomatic tool to strengthen bilateral relations, promote understanding toward Japan, and enhance friendly relations. On the other hand, with regard to strengthening economic relations and promoting the expansion and investment of private-sector companies, the evaluations pointed out that there are still areas that have not yet produced results.

The Evaluation on Japan's Education Cooperation Policy concluded that the implementation of ODA had produced **diplomatic impacts** including enhancing Japan's presence and trust in Japan, as well as strengthening bilateral relations.

Recommendations

The five ODA evaluations conducted in FY2021 make recommendations based on their respective individual circumstances (see pages 23 to 26 for the respective recommendations and the response actions taken). Of those recommendations, the following are common to multiple evaluations or applicable to other cases.

Recommendations Common to Multiple Evaluations

● Continued and Strengthened Support in the Field of Human Resource Development

In the evaluation of Japan's ODA to all three countries, recommendations were issued on continuing and strengthening support in the field of human resource development. The evaluations pointed out the importance of human resource development for achieving sustainable economic growth (Timor-Leste), that technical cooperation leading to long-term human resource development should be continued (Peru), and that Japan has comparative advantage in technical cooperation through human resource development at the grassroots level (Malawi).

● Promoting Improvements to the Investment Environment and Cooperation with the Private Sector in Partner Countries

One of the policies put forward by the Government of Japan is to promote public-private cooperation in ODA projects. In all three country assistance evaluations, recommendations were made on initiatives to promote activities by private corporations, and to strengthen cooperation with the private sector. The evaluations touched on providing support for developing legal systems toward improving the investment environment (Timor-Leste, Malawi), as well as the proactive utilization of private-sector cooperation schemes (Peru).

● Strengthening Public Relations on Japan's Cooperation

The Evaluation of Japan's ODA to Malawi and the Evaluation on Japan's Education Cooperation Policy recommended strengthening publicity on Japan's cooperation toward the people of partner countries and the international community.

Recommendations with Possible Applicability to Other Cases

● Setting of Policy Targets during Policy Formulation

The Evaluation on Japan's Education Cooperation Policy pointed out that Japan's “Learning Strategy for Peace and Growth” (formulated in 2015) does not set out an implementation period nor criteria, targets, and indicators for the achievement of goals. Therefore, it is unclear against what the achievement status is measured. It recommended that these should be established and incorporated into the policy during the next policy formulation. This is not limited to education cooperation policy; setting policy targets is important to implement and monitor the policy, conduct objective evaluations, and bring about improvements in the next policy. Therefore, target-setting should be considered in the formulation of other ODA-related policies.

Column

30 Years of the Annual Reports on Japan's ODA Evaluation



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ODA evaluations change with the times, too. The changes take place in the two aspects of ODA-related practice and theoretical research on evaluation. The development of specialized disciplines related to international assistance, specialized international research based on the practice of evaluation, and straightening of systems related to diplomacy and international cooperation, as well as the maturing of public opinion, have brought about positive changes in the field of ODA evaluation. There is also no doubt that efforts by the Government of Japan, which has developed accountability systems, have had an influence on ODA evaluation. These include the Act on Access to Information Held by Administrative Organs (1999), the creation of the Incorporated Administrative Agency System and its evaluation system (1999), the Central Government Reform (2001), the establishment of the Government Policy Evaluation Act (2001), the establishment of the Japan International Cooperation Agency (JICA) as an incorporated administrative agency and the launch of its new evaluation system (2003), the Public Archives and Records Management Act (2009), and the Administrative Project Review (2011).

Here, I wish to propose a “form-based” approach as a method for thinking about the factors behind these changes. This is because the circumstances of the times are often reflected in the “form,” and because the results that sometimes arise out of necessity become the “form.” The changes to “form” that I wish to raise here come in three stages: the stage of thick, full-scale materials; the stage in which many colored photographs and diagrams are used; and the stage in which the Internet becomes the primary media.

The first stage was the era of the “Annual Evaluation Report on Japan's Economic Cooperation,” which was

about 30 years ago. This was when the report was published in a thick, black-and-white booklet in B5 size. The FY1992 edition, marking the 10th year of the publication of annual evaluation reports by the Ministry of Foreign Affairs (MOFA), contained 429 pages. Other editions containing many pages were the FY1993 edition with 574 pages, and the FY1998 edition with 386 pages. At this stage, the descriptions were a combination of both introductory and specialized contents about ODA and evaluation. In particular, the FY1992 edition began with a preface titled “What is Evaluation?” and included detailed explanations about the current situation of ODA evaluation in Japan, organizational structure, relationship with JICA, and evaluation criteria and guidelines. The outline in the second section covered explanations on the types of evaluation and the practice of these types of evaluation, which covered country assistance evaluation, sector evaluation, joint evaluation, evaluation conducted by Japanese experts and international experts, and evaluation conducted by JICA and the Overseas Economic Cooperation Fund (OECF). The third section contained about 380 pages in a detailed explanation of the practical examples of the types of evaluation introduced in section 2, as well as detailed commentary about the situation in the ODA sites. In particular, the section that covered the achievements and problems with the structural adjustment program exudes a sense of history. This first stage is characterized by professional explanations about the fundamentals of ODA evaluation, making these reports invaluable to researchers who had no connection to ODA evaluation as well as the perfect teaching material for graduate school lectures.

However, there were some weak points. Researchers who had no connection to ODA, the general public, those living in the regions, and foreign researchers would not

know how they could obtain the reports. For people who did not even know about the Annual Evaluation Report on Japan's Economic Cooperation to begin with, the report may as well not have existed. During this stage, it was necessary to have the means of accessing the government offices at 'Kasumigaseki' and the political center of 'Nagatacho' in person.

The second stage was in the early 21st century, spanning a period of about a decade after the first stage. The number of pages in the Annual Evaluation Report on Japan's Economic Cooperation was reduced significantly (the FY2002 edition published in March 2003 contained 106 pages), and this reduction in volume was reflected in the simplified introductory descriptions. This stage was also characterized by the use of more attractive photographs and diagrams. On the other hand, reports from this period provided more useful information to researchers in the field of ODA evaluation, such as the ODA reform trends of the time, detailed descriptions of the evaluation implementation system, and the names and designations of evaluation experts. Knowledge that is vital to those aspiring to engage in specialized research was evident on almost every page. More interestingly, this second stage can be further divided into three periods: the period when the report was published by the Economic Cooperation Bureau; the period of reports after organizational restructuring was carried out to form the International Cooperation Bureau; and the period when the evaluation division was moved to the Minister's Secretariat to secure the independence of ODA evaluations (from 2011). The introduction written by the Director-General and Deputy Minister was important for understanding the circumstances in these three periods, and was positioned as a research theme for international aid administration.

The third stage was from FY2018 and after, when the

paper booklet was no longer distributed to the public. There are important points that should be noted in ODA evaluation research in the present times, when the report is mainly published on the Internet. Firstly, there are benefits to doing so. As the reports can be accessed by anyone at any time, those who wish to learn about ODA and ODA evaluation can obtain the information easily. It is also apparent that the authors have put effort into aspects ranging from the aesthetics to the presentation of the text, bearing in mind the fact that the reports are to be published online. It is especially worthy of note that important references, such as the United Nations' Millennium Development Goals (MDGs) and the 2030 Agenda for Sustainable Development can be accessed in a moment just by clicking on the corresponding link, thereby serving as a useful literature guide to beginners in the field. This is greatly beneficial to users.

However, there are also disadvantages. As it is easy for readers to find the references they are looking for, there is a diluted sense of appreciation as compared to the past, when information could only be obtained after some hard work. Since various references can be accessed by clicking on successive links, they stop thinking about why those references are important. Furthermore, in the time of the paper medium, reviewing the physical reports in chronological order could lead to important discoveries about minor differences or changes in descriptions. That would be difficult to achieve today. In particular, the storage of reports is a challenge, and there are concerns about the lack of good ideas on how to create an archive for ODA evaluations.

30 years of reading the Annual Report on Japan's ODA Evaluation provokes many thoughts about how reports serve as publicity materials, and about research and learning by utilizing reports.

FY2021 MOFA ODA Evaluation Results

The following are summaries of three country assistance evaluations, one thematic area assistance evaluation, and one individual MOFA grant aid project evaluation conducted in FY2021.

[\(Link to the full reports\)](#)

Evaluation of Japan's ODA to the Democratic Republic of Timor-Leste

Chief Evaluator	Prof. HASEGAWA Sukehiro President, Global Peacebuilding Association of Japan
Advisor	Prof. YAMADA Mitsuru Professor, Faculty of Social Sciences, Waseda University
Consultant	Waseda University
Evaluation Period	FY2016 to FY2020
Period of the Evaluation Study	August 2021 to February 2022
Field Survey Country	Democratic Republic of Timor-Leste (online survey)

Background, Objectives, and Scope of the Evaluation

May 2022 marks approximately 20 years since Timor-Leste established diplomatic relations with Japan following its independence in May 2002. Timor-Leste aims to become a member of ASEAN and is gaining diplomatic importance from the perspective of the Free and Open Indo-Pacific (FOIP) vision promoted by Japan.

Japan's Official Development Assistance (ODA) policies for Timor-Leste over the past five years (JFY2016-2020) and the assistance provided on that basis were evaluated, with the primary objectives being clarifying the lessons learned and making recommendations for the planning and implementation of Japan's ODA policies for Timor-Leste in the future. It also aims to ensure accountability by publishing the evaluation results to the general public.

Summary of Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

> Verification Item 1: Consistency and Integrity with Japan's High-Level Development Policy

Japan's ODA policy for Timor-Leste is based on the priority areas of support identified in "Japan's Country Assistance Policy for Timor-Leste" (2012), which are "Establishing a Foundation for Promoting Economic Activities," "Agriculture and Rural Development," and "Capacity Development of Government and the Public Sector." It is also based on the priority support areas listed in "Japan's Country Assistance Policy for Timor-Leste" (2017), which are "Development and Improvement of

Socioeconomic Infrastructure," "Promotion of Industrial Diversification," and "Improvement and Expansion of Social Service Delivery." All of these areas are consistent in that they support the basic policy of building the foundation for sustainable national development.

> Verification Item 2: Consistency with Timor-Leste's Development Policy and Needs

Japan's support policy for Timor-Leste is generally consistent with the Strategic Development Plan (SDP) (2011-2030), especially in terms of infrastructure development, industrialization and marketization of agriculture, and human resource development through training and exchange programs in Japan and other efforts.

Japan's reconstruction and assistance policies for Timor-Leste have consistently focused on infrastructure development, agriculture, and human resource development. Thus, development needs have become more sophisticated as the society has stabilized and economic standards have improved through oil revenues.

> Verification Item 3: Consistency with International Priority Issues, Relationship with Assistance from Other Donors

The focus areas of Japan's assistance are consistent with the Sustainable Development Goals (SDGs). In the field of infrastructure development, cooperation with the World Bank and Asian Development Bank (ADB) has been particularly consistent. In particular, collaboration in the co-financing of the ADB Road Network Upgrading Project (National Route 1), which emphasized infrastructure development, was noteworthy.

> Verification Item 4: Japan's Comparative Advantages

There were variances among the areas where Japan's comparative advantage in Timor-Leste was demonstrated

(such as higher education support) and those where it was not (such as road construction).
(Evaluation Result: Satisfactory)

(2) Effectiveness of Results

➤ Verification Item 1: Achievement and Contribution from Japan's ODA (inputs)

Japan's assistance to Timor-Leste has made a significant contribution in terms of the amount of aid.

➤ Verification Item 2: Achievement and Contribution from Japan's ODA for Each Development Issue (outputs)

Each of the development issues is in the process of being addressed, and some of the outputs are becoming visible. However, at the project level, some issues remain in terms of efficiency and sustainability due to cost overruns and deadline extensions.

➤ Verification Item 3: Effectiveness of Assistance in Priority Areas (impacts)

Through efforts to address each development issue, some effects have been observed in the development and improvement of economic and social infrastructure, promotion of industrial diversification, and improvement and expansion of social services.
(Evaluation Result: Satisfactory)

(3) Appropriateness of Processes

➤ Verification Item 1: Appropriateness of the Formulation Process of Japan's Country Assistance Policy for Timor-Leste

Japan's ODA policy for Timor-Leste was formulated through a generally appropriate process.

➤ Verification Item 2: Appropriateness of the Implementation Process of Japan's ODA to Timor-Leste

The implementation process of Japan's ODA to Timor-Leste was well organized and managed. It included the establishment and operation of a basic implementation system, needs assessment, implementation of individual projects based on Japan's priority areas of assistance to Timor-Leste, monitoring and evaluation, and communication.

➤ Verification Item 3: Coordination/Collaboration and Considerations in the Implementation Process of Japan's ODA to Timor-Leste

Coordination and collaboration with development-related actors and other actors were appropriately carried out.
(Evaluation Result: Satisfactory)

* Ratings: Highly Satisfactory; Satisfactory; Partially Satisfactory; Unsatisfactory

● Diplomatic Viewpoints

(1) Diplomatic Importance

Japan's ODA to Timor-Leste can contribute to the Free and Open Indo-Pacific (FOIP) initiative, quality infrastructure, and human security. Furthermore, it would be worthwhile to continue implementing ODA as a tool of Japan's Resource Security Diplomacy.

In past bilateral summits and ministerial meetings, Timor-Leste has expressed gratitude for Japan's ODA, which

could play an important role in promoting friendly relations between the two countries.

(2) Diplomatic Impact

Japan's ODA has had some effects on the Timorese government's support for Japan's position in the international community, Japan's visibility in Timor-Leste, and the promotion of friendly relations. However, some issues remain in strengthening the economic relations between the two countries and the advancement of private companies.

Recommendations Based on Evaluation Results

- (1) Supporting Timor-Leste's economic takeoff through "high-quality" ODA provision
- (2) Expanding support for environmental infrastructure in anticipation of graduation from LDC
- (3) Fostering professionals and industrial workers in cooperation with the foreign technical intern training program
- (4) Becoming a preferred country of investment through environmental improvement and promotion of tourism resources
- (5) Contributing to overarching policy covering the entire infrastructure sector to create "resilient infrastructure"
- (6) Strategically expanding Japan's ODA to strengthen Timor-Leste's governance capacity



Engineering Students taking a class at the National University of Timor-Leste

Evaluation of Japan's ODA to the Republic of Peru

Chief Evaluator	SHIMIZU Tatsuya Group Manager, Latin American Studies Group, Area Studies Center Director, Institute of Developing Economies, Japan External Trade Organization (JETRO)
Advisor	ISODA Saori Assistant Professor, Faculty of Foreign Languages, Department of Spanish and Portuguese, Spanish Major, Kanda University of International Studies
Consultant	Japan Techno Co., Ltd.
Evaluation Period	FY2011 to FY2020
Period of the Evaluation Study	August 2021 to March 2022
Field Survey Country	Peru (online survey)

Background, Objectives, and Scope of the Evaluation

Peru was the first country that Japan established diplomatic relations with in the Latin America region in 1873. In 1899, Peru became the first country to which Japanese people immigrated to in the South American continent, and today there are approximately 100,000 people Japanese-Peruvians. The country has a long history of friendly relations with Japan. In addition, Peru is the largest recipient of Japanese ODA in Latin America on a cumulative basis.

The objective of this evaluation is to evaluate assistance policies for Peru over the past 10 years and to obtain recommendations and lessons learned for the planning and implementation of assistance policies for Peru by Japan in the future. In addition, this report also aims to ensure accountability to the general public by publishing evaluation results, and to provide feedback on the evaluation results to relevant governments and other donors.

Summary of Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

Japan's assistance policies for Peru are consistent with Japan's high-level ODA policies, such as the Official Development Assistance (ODA) Charter (2003), Development Cooperation Charter (2015), as well as with Peru's mid- to long-term and sector development plans. In addition, the policies are consistent with the MDGs, SDGs and other international priority issues, as well as with the direction of assistance provided by other donors to Peru. Furthermore, policies are being formulated focusing on areas where Japan has a comparative advantages.

(Evaluation Result: Highly Satisfactory)

(2) Effectiveness of Results

The amount of Japan's ODA to Peru has been declining because Peru is classified as a upper-middle-income country (UMIC), however, Japan has been providing assistance to Peru, which has diverse aid needs in its mountainous and Amazonian regions, by focusing on projects in the three priority areas (Improvement of socio-economic infrastructure and narrowing disparities, environmental measures, and

disaster prevention and recovery measures) and utilizing the comparative advantages of Japan in these areas. In the field of Improvement of Socio-Economic Infrastructure and Narrowing Disparities, improvements have been made to alleviate poverty in Peru; in the field of Environmental Measures, irrigation facilities have been developed in mountain regions and the harvest volume of farmers has been increased; and in the field of Disaster Prevention and Recovery Measures, the knowledge and experience of Japan have been used to develop infrastructure resistant to disasters and strengthen the alert/warning system, and the government has proactively implemented disaster drills which have resulted in a certain degree of disaster awareness at the national level.

(Evaluation Result: Highly Satisfactory)

(3) Appropriateness of Processes

Appropriate discussions are held between relevant stakeholders in Japan and Peru in order to formulate the Country Development Cooperation Policies for Peru, and Rolling Plans are updated every year. During the implementation process, the following activities are being carried out: development of the implementation structure, identification of needs, and implementation of individual projects based on the ODA priority areas in Peru, monitoring, and public relations activities.

(Evaluation Result: Highly Satisfactory)

* Ratings: Highly Satisfactory; Satisfactory; Partially Satisfactory; Unsatisfactory

● Diplomatic Viewpoints

(1) Diplomatic Importance

From the perspective of diplomatic importance, Japan is promoting the overseas business deployment of Japanese companies and working to strengthen economic relations through EPA, investment agreements, promotion of the establishment of tax treaties and other legal frameworks, and discussions based on this type of framework which contribute to creating a business environment that promotes trade and deployment of companies. In addition, Japan and Peru are cooperating and working together on a number of international common issues, such as disaster prevention including earthquakes and tsunami, environmental and climate change issues, nuclear disarmament and non-proliferation, reform of the United Nations Security Council,

North Korean issues, and South China Sea and East China Sea issues. In terms of the importance of the partner country based on Japan's diplomatic principles, the facts that both countries have a diplomatic relationship which exceeds 140 years and are strategic partners which share universal values were reaffirmed at the foreign ministers' meeting in 2020, indicating the high level of the relationship between Japan and Peru. High-level discussions that include the flow of key figures have continuously taken place between Japan and Peru since 2011, and it is thought that closer exchange and promotion of understanding between political leaders will contribute to the security and prosperity of Japanese expatriates in Peru and the Japanese-Peruvian community. From this point of view, Japan's ODA to Peru has diplomatic importance.

(2) Diplomatic Impact

From the perspective of the impact on bilateral relations (promoting friendship, etc.), there is an ongoing record of exchange between Japan and Peru since 2011. Furthermore, there are many cases in which the results of assistance by Japan have contributed to promoting friendly relations. In addition, from the perspective of support for the position of Japan in international community, it is expected that Japan and Peru will deepen the close relationship to facilitate cooperation between Japan and Peru in order to respond to international issues, and Peru has a remarkable record of activity in international community in such varied fields as reform of the UN Security Council, trade, environment, nuclear disarmament and non-proliferation. Furthermore, from the perspective of the impact on strengthening economic relations, such as the business deployment of Japanese companies in Peru, it has been confirmed that the number of Japanese company facilities has increased. Thus, the provision of ODA from Japan to Peru can be found to have the diplomatic impact of facilitating better relations.

Recommendations Based on Evaluation Results

(1) Maintain Basic Policy of "Contributing to Sustainable Economic Development"

The provision of assistance to facilitate sustainable economic development is needed to enable Peru to recover from the years of political crises in the latter half of the 2010s followed by the disaster of the novel coronavirus, which has been called the worst-case on the South American continent and matches the needs in Peru. Therefore, it is important to strengthen bilateral relations and cooperate to solve global issues.

(2) "Selection and Concentration": Continued Assistance through Various ODA Schemes in Three Priority Areas

The issues and social needs for "improving socioeconomic infrastructure and narrowing economic disparities," "environmental measures" and "disaster prevention and recovery measures" remain unchanged, and the basic development course for Peru has also not changed. These are areas in which the utilization of Japanese technology can be expected to have a large impact, and continued assistance is needed in the future.

(3) Strengthen Cooperation with Funds and Activities of Diverse Entities

In view of the effective utilization of Japan's ODA budget and a fall in assistance capital to Peru in future, strengthening cooperation with funds and activities of diverse entities that are contributing to development is much more important. Therefore, it is important to actively utilize public-private partnership schemes to formulate and implement successful projects, and to continue to focus on inter-project collaboration and collaboration with international organizations.

(4) Necessity of Continuing Technical Cooperation That Leads to Long-Term Human Resource Development

In order to respond to the need to introduce new technology through technical assistance that is desired on the Peruvian side, startup support at universities, SATREPS and other assistance schemes can be utilized in addition to the technologies of private companies in order to deepen cooperation among universities and research institutes.

(5) Maintain Cooperation with Communities of Japanese Descendants

The Japanese-Peruvian community has served as a recipient of Japan's ODA and a bridge-builder for development effects of ODA projects to Peruvian society as a whole. The cooperation that contributes to maintaining the identity and further enhancing the cultural, social, and economic status of the Japanese Peruvian community is an effective means to regard them as an ODA cooperation partner for Japan, and should be continued in the future.

(6) Responding to Infrastructure Needs in Consideration for Peru's Natural Environment and the Impact of Climate Change

Assistance through various ODA modalities for infrastructure needs should be continuously reviewed. When this review is performed, the natural environment in the target region and the impact of climate change need to be adequately considered while keeping in mind the decentralization that is being promoted in Peru. It is also necessary that there is sufficient consideration for the response to local residents in particular and support for consensus building among varied stakeholders.



National Rehabilitation Center for Disabled People which was constructed with Grant Aid from Japan

Evaluation of Japan's ODA to the Republic of Malawi

Chief Evaluator	Professor DAIMON Takeshi Director, Institute for International Peace Strategy Waseda University
Advisor	Dr. KAWAGUCHI Jun Associate Professor, Faculty of Human Sciences, Tsukuba University
Consultant	Waseda University
Evaluation Period	FY2016 to FY2020
Period of the Evaluation Study	August 2021 to March 2022
Field Survey Country	Republic of Malawi (online survey)

Background, Objectives, and Scope of the Evaluation

Since the dispatch of the first Japan Overseas Cooperation Volunteers (JOCV) to Malawi in 1971, Japan has offered both technical cooperation and grant aid to Malawi. As Malawi is a part of the Nacala Corridor connecting Zambia and Mozambique, Japan's assistance to Malawi contributes not only to the development of Malawi but also to that of the Southern African region, and to the stable supply of natural resources, as well as fostering poverty reduction and human security. This report examines Japan's ODA policy for Malawi and their implementation in the priority areas of the Country Assistance/Development Cooperation Policy during the period between FY2016 and FY2020. The aim is to draw recommendations and lessons for Japan's future aid-policy planning and implementation for Malawi. By publicizing the results of the evaluation, it seeks to fulfill its accountability to Japanese citizens, and to offer feedback to the Government of Malawi and other donors working in Malawi.

Summary of Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

Consistency with Japan's high-level policies was Satisfactory, despite the fact that areas relating to human security and the Sustainable Development Goals (SDGs) need further effort. Regarding the relevance to other donors' ODA policies, the consistency was maintained. However, because Japan's participation in dialogue mechanisms set by the Government of Malawi was seen as passive by some donors, the respective verification criterion was rated as Partially Satisfactory. At the same time, as Japan's assistance to Malawi was highly consistent with Malawi's developmental needs, and Japan's comparative advantage was demonstrated fully, hence the overall Relevance of Policies was rated as Satisfactory. (Evaluation Result: Satisfactory)

(2) Effectiveness of Results

Although in some projects delays were detected or expected results were not delivered in each priority area, inputs have generated desired outcomes. Moreover, overall planned objectives were accomplished and mid- to long-term impacts were identified. Hence, Effectiveness of Results of

Japan's assistance to Malawi was rated Satisfactory. (Evaluation Result: Satisfactory)

(3) Appropriateness of Processes

The *Country Development Cooperation Policy* and other assistance policies have been formulated in a proper manner. Appropriateness of the assistance implementation structure was high, and special considerations and measures for Malawi's vulnerable financial situation were made. Regarding coordination and exchange of ideas with other donors, a gap was found between the perception of the Japanese side and that of some donors. Efforts of public diplomacy for the people of Malawi were identified, but further efforts are required. Although one verification criterion was rated Partially Satisfactory, the overall performance reached the Satisfactory level.

(Evaluation Result: Satisfactory)

* Ratings: Highly Satisfactory; Satisfactory; Partially Satisfactory; Unsatisfactory

● Diplomatic Viewpoints

(1) Diplomatic Importance

Being categorized as one of the least developed countries (LDCs), Malawi's economic indicators are low. Being a landlocked country, Malawi is susceptible to surrounding security situations and vulnerable to infectious diseases from its neighbors. Hence, supporting such a country is important for the stability and prosperity of the Southern African region, and for the promotion of the human security perspectives. Japan's assistance to Malawi contributes to the peace, stability, and prosperity of the international community, in particular, Africa. It proved to be significant for the establishment of international order based on fundamental values such as liberty, democracy, and rule of law.

(2) Diplomatic Impact

Malawi has supported Japan on various occasions in the international community, which can be counted as an impact of Japan's assistance to Malawi. Malawi has also supported the Tokyo International Conference on African Development (TICAD) process, which contributed to the enhancement of Japan's diplomatic presence in Southern Africa. Continuous engagement of JOCVs in Malawi has contributed to the development of important human networks and enhancement of mutual understanding in the bilateral

relationship between Japan and Malawi. Although efforts were made through the “African Business Education Initiative for Youth (ABE initiative)” to link Japan’s small and medium-sized enterprises (SMEs) with Malawi’s industrial workforce, at this point, they have not resulted in the expansion of Japanese business and private sector investment in Malawi.

Recommendations Based on Evaluation Results

(1) Measures that contribute to the advancement of Japanese SMEs and NGOs, and the improvement of the investment environment should be strengthened further.

In collaboration with countries and donors who have supported the formation of Malawi’s legal system, Japan should scrutinize Malawi’s corporate and tax laws and support revision procedures to remove barriers to entry for foreign companies, NGOs, and investment. Japan should also collaborate with other donors to provide technical cooperation to simplify customs procedures. Without being bound by the traditional development sectors, Japan should explore fields such as entrepreneurship, finance, and investment that promote business opportunities for Japanese SMEs. The selection criteria for the “ABE Initiative” fellows should be revised to find human resources with strong entrepreneurship, including candidates for executives of private companies, which would contribute to the improvement of supportive infrastructure for Japanese SMEs to envision joint ventures with Malawian entrepreneurs.

(2) A “Human Resources Bank (tentatively named)” for Malawian students and trainees (studied or studying in Japan) should be established to strengthen their network building and application.

A “Human Resources Bank (tentatively named)” for Malawian students and trainees who have studied or are studying in Japan to build a human resources network should be set up on the cloud under the jurisdiction of the JICA Malawi Office, taking into consideration the protection of personal information of registrants. For its operation, the alumni association for former students and trainees called the Kakehashi should be mobilized. By allowing the Kakehashi to operate the Bank proactively, Japan should support the Kakehashi not only to be the hub for the network among Malawian students and trainees, but also to be a bridge between them and the public in Malawi, as well as a bridge to Japanese SMEs, investors, and NGOs. Upon establishing the Bank, a knowledge co-creation program and/or a technical cooperation project can be introduced, as making the Bank user friendly for Japanese SMEs and investors can also contribute to Recommendation 1.

(3) Strategic and continuous utilization of Japan Overseas Cooperation Volunteers (JOCVs) and core human resources on the Malawi side should be pursued.

Japan’s comparative advantage in supporting Malawi lies in its technical cooperation through human resource development at the grassroots level. In this effort, Japan should make effective use of former JOCVs. To promote

this, opportunities for former JOCVs to acquire specialized knowledge and skills should be increased. By allowing JOCVs to continue working in Malawi after their term expires, they should be provided with additional opportunities to gain experience and improve their expertise, which could prepare a career path for them to become Senior Volunteers and Experts. Identify Malawian counterparts and former trainees of Japanese projects as core human resources and enhance follow-up with them in order to encourage their continued involvement. They should be allowed to update periodically their knowledge and skills through refresher training. To improve their knowledge and skills further, the Project for Human Resource Development Scholarship (JDS) should be introduced in Malawi, expanding their options to advance their career at graduate schools in Japan, adding to the menu of existing long-term training schemes such as “ABE Initiative” and “SDGs Global Leaders.”

(4) Public diplomacy strategies aimed at the people of Malawi should be strengthened.

ODA’s public relations should be reconsidered strategically so that ODA’s diplomatic spillover effect can be enhanced. Japan should continue to upgrade its “face-to-face” assistance so that not only our faces can be seen but also messages from Japanese people to Malawian people can be heard. Japan should envisage two-way diplomacy utilizing participatory social media such as SNS so that the voice of the Japanese people can be conveyed not only to the government and aid officials in Malawi but also to the public. The Kakehashi should be given a public relations function for the domestic audience in Malawi, which the Malawi Society of Japan has fulfilled in Japan. Taking advantage of former trainees and students who are blessed with the power to influence others, Japan should increase the frequency of dissemination on SNS, and should request Malawian influencers and artists to effectively publicize Japan’s ODA on SNS to improve the quality of ODA public relations.



Farmers in Malawi (© NIWA Katsusuke)

Evaluation on Japan's Education Cooperation Policy

Chief Evaluator	Dr. ISHIDA Yoko Professor/Director, Center for the Study of International Cooperation in Education, Hiroshima University
Advisor	Dr. KURODA Kazuo Professor/Dean, Graduate School of Asia-Pacific Studies, Waseda University
Consultant	International Development Center of Japan Inc.
Evaluation Period	FY2015 to FY2020
Period of the Evaluation Study	September 2021 to March 2022
Field Survey Country	El Salvador, Madagascar (online survey)

Background, Objectives, and Scope of the Evaluation

Education cooperation has been positioned as one of the priority areas in Japan's development cooperation. Thus, the Government of Japan formulated the "Learning Strategy for Peace and Growth," as a sectoral development policy in education that was guided by the "Development Cooperation Charter" formulated in 2015. The policy stipulates that "a third-party evaluation of this policy should be carried out at an appropriate time in order to utilize the results for planning and implementing a future education cooperation policy, as well as to achieve accountability to the public." Since it has been six years since the implementation of the education cooperation policy, this evaluation was carried out for this purpose.

Summary of Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

The policy has been positioned as an education development policy of the Development Cooperation Charter approved by the Cabinet in February 2015. It was formulated based on the Sustainable Development Goals (SDG) 4, which has set forth efforts to address the educational challenges faced by partner countries. The policy has also incorporated areas of comparative advantage in Japan's education sector, and has been consistent with the needs of partner countries owing to the fact it was developed after sufficient consultations with practitioners of education cooperation and NGOs.

(Evaluation Result: Highly Satisfactory)

(2) Effectiveness of Results

Japan's bilateral assistance for education amounted to more than US\$3.1 billion over the five years from 2015 to 2019, which was about 75% of the previous five years. However, in terms of outcomes of its cooperation, it was confirmed that Japan's contributions to resolving educational issues and achieving educational goals in partner countries and the international community were satisfactory. Since 2020, new initiatives such as the digitization of teaching materials, and the implementation of on-line classes and

training were confirmed to have begun to ensure learning continuity, although they were greatly affected by the spread of COVID-19.

(Evaluation Result: Satisfactory)

(3) Appropriateness of Processes

MOFA formulated this policy, having individually sought advice from relevant ministries, JICA, universities, international organizations, NGOs, private companies, and other stakeholders. At the implementation stage, officials from Japan's diplomatic missions, JICA, and other organizations formed an ODA Task Force, which regularly conducts information-sharing with partner countries on the formulation of aid policies and development projects, and monitors the progress of the projects. Cooperation with other donor agencies and diverse aid modalities were also applied to meet diverse assistance needs. However, since the implementation period and targets of the policy were not set, there has been room for improvement in monitoring and evaluating the implementation of the education cooperation policy.

(Evaluation Result: Satisfactory)

* Ratings: Highly Satisfactory; Satisfactory; Partially Satisfactory; Unsatisfactory

● Diplomatic Viewpoints

(1) Diplomatic Importance

Recognition of this policy from partner governments, other donor agencies, and Japan's overseas establishments is not high. In contrast, the governments of partner countries are well aware of individual education projects, and appreciated that assistance is from Japan. As a result, it seems that Japan's education cooperation has contributed not only to addressing the educational issues of the partner countries, but also to building better bilateral relations and the enhancement of Japan's presence.

(2) Diplomatic Impact

Japan's education cooperation has met the development needs of partner countries. The cooperation has been provided on the ground, working together with local counterparts. Therefore, the trust and expectations from those countries are high, and it can be concluded that the approaches of Japan's cooperation have contributed to strengthening bilateral relations. For example, a head of a state personally expressed

his gratitude for Japan's cooperation in the education sector where an educational initiative named after Japan has been implemented. Another example is that there are education projects that have strengthened international and regional networks of education cooperation and led to strengthened intra-regional cooperation in regions such as ASEAN, Central America, and Africa. Thus, diplomatic spillover effects created by education cooperation are believed to have emerged.

Recommendations Based on Evaluation Results

(1) Recommendations on Policy Content of Japan's Education Cooperation

- Prioritizing important areas of a new policy should be considered as it will likely need to provide a variety of education cooperation in line with international trends.
- The implementation period of the next education cooperation policy and its targets should be set and incorporated into the policy in order to be accountable to the public and to share information with concerned parties.
- The policy needs to include the following five points. 1. The purpose of cooperation and the target fields should be stated separately as much as possible. 2. Effectiveness of cooperation should be enhanced by maintaining and strengthening cooperation with other actors and businesses closely related to a project, leveraging the accumulated outcomes of previous cooperation, ensuring the use of trained personnel, and not only creating new mechanisms but also utilizing existing systems. 3. A monitoring system tailored to the actual conditions of the partner country should be established. 4. Long-term relationships of trust with partner countries should be established. 5. Networking approaches, cooperation with multilateral and bilateral donor agencies, a variety of assistance modalities including financial support, should be maintained to implement cooperation flexibly to meet local needs.

(2) Recommendations on Policy Formulation and Implementation Process of Japan's Education Cooperation

- Existing forums where stakeholders such as related ministries, JICA, universities, international organizations, NGOs, and private companies can meet and discuss the formulation of an education cooperation policy in an open and transparent manner, should effectively be utilized.
- The implementation progress of this policy should be monitored by further utilizing platforms such as the "Japan International Education Cooperation Groups Meetings," etc. In addition, a third-party evaluation of the policy implementation should be conducted at an appropriate time to draw recommendations and reflect them in a new policy. For this purpose, the policy implementation period and policy targets to be achieved need to be determined and set forth.
- Knowledge and cooperation from the Ministry of Education, Culture, Sports, Science and Technology (MEXT) are essential in formulating, executing and evaluating projects to implement an education cooperation policy more effectively and efficiently. For example, holding periodic meetings with three parties, MOFA, MEXT, and JICA which is an ODA implementing agency, should be considered.
- As for public relations concerning the policy, Japan should take opportunities to announce this policy by Japanese leaders to the international community. ODA implementing authorities, including within MOFA, Japan's overseas establishments, and JICA should also be continuously informed of this policy.
- Relevant information on the "diplomatic importance and impact" of education cooperation policy should be kept and collected in order to enrich evaluations in this area, during the period of an individual education project and at the time of monitoring and evaluation. The collected information should then be reported.



Online school visit by the evaluation team (Madagascar)

Evaluation of Japan's Grant Aid to the Democratic Socialist Republic of Sri Lanka (Economic and Social Development Programme) in FY2017

Chief Evaluator	Dr. INADA Juichi Professor, Department of Economics, Senshu University
Consultant	KPMG AZSA LCC.
Period of the Evaluation Study	October 2021 to March 2022
Field Survey Country	Sri Lanka (online survey)

Background, Objectives, and Scope of the Evaluation

This evaluation was conducted for "Evaluation of Japan's Grant Aid (Economic and Social Development Programme) for Sri Lanka in JFY2017" (Exchange of Notes (E/N) signed in JFY2017 grant amount: 1 billion JPY) in order to conduct a project-level evaluation and derive recommendations and lessons learned for future ODA planning and implementation from the evaluation results, and to ensure accountability to the public. The main objective of this Project was to strengthen port functions by providing mooring buoys and other equipment manufactured in Japan for port development, thereby contributing to the economic and social development of Sri Lanka and supporting the activities of Japanese companies.

Summary of Evaluation Results

(1) Relevance of the Plan

Strong linkages were found between the Project and key Japanese policies such as the Country Development Cooperation Policy for Sri Lanka, the "Free and Open Indo-Pacific" strategy, and the "Expanded Partnership for Quality Infrastructure Initiative." The Project was also consistent with key policies in Sri Lanka and development needs, such as the Trincomalee Provincial Master Plan and the National Ports Master Plan. The implementation arrangements for the Project were appropriate, as evidenced by the timely convening of the committee (intergovernmental council) and fair selection of suppliers. The relevant agencies in Sri Lanka, such as the Sri Lanka Ports Authority (SLPA), had the necessary capacity to implement the Project. The planning process of the Project was appropriate, and the work of the related agencies in Japan such as Japan International Cooperation System (JICS) was highly evaluated by related agencies in Sri Lanka and supplier companies.

(Evaluation Result: Highly Satisfactory)

(2) Effectiveness of Results

The port equipment was appropriately provided as planned, and the port functions were improved by enhancing the safety of nighttime navigation and the 24-hour operation system at the Port of Trincomalee. The Government of Sri Lanka is highly satisfied with the procured port equipment. However, the vessel that included in the procured facilities was damaged due to an accident, and the necessary work on generators by SLPA had not been completed due to delays caused by the restrictions to prevent the spread of COVID-19 infection. Therefore, the vessel and one of the two generators were not in use at the time of this evaluation survey. Clear data on the status of achievement has not been obtained in the short-term because time is required for the manifestation of development and diplomatic effects at the outcome level, such as local socioeconomic development and support for Japanese companies, which are the objectives of the Project. The process at each stage was appropriate, and the agencies involved played their roles appropriately. Note that the project monitoring process was affected by the COVID-19 pandemic. (Evaluation Result: Partially Satisfactory)

* Ratings: Highly Satisfactory; Satisfactory; Partially Satisfactory; Unsatisfactory

Recommendations Based on Evaluation Results

(1) Recommendations for the Project

➤ Early implementation of on-site monitoring by the Embassy of Japan in Sri Lanka

Local monitoring should be conducted as soon as possible. Compliance with infection prevention measures in accordance with local regulations in Sri Lanka with due consideration of the situation of COVID-19 pandemic is a requirement.

➤ Study of strategies to support development around the Port of Trincomalee area

It is difficult to realize the development effects on the local economy through a single project such as port development. To stimulate logistics, attract investment, and lead to economic and social development in the region, a comprehensive approach that combines development of the surrounding infrastructure is necessary. Based on the above, it is recommended that the Government of Japan considers a strategy to support

economic development in the area surrounding the Port of Trincomalee to make use of the results of this Project in the future. In considering the strategy, it is desirable to consider collaboration with the "Japan-ASEAN Connectivity Initiative" and other initiatives being promoted by Japan in neighboring countries.

(2) Recommendations and Lessons Learned for the Grant Aid (Economic and Social Development Programme) by MOFA

<Recommendations>

> More proactive dissemination of information on projects

It is recommended that information about projects is more actively disseminated to ensure transparency and promote public understanding of ODA.

> Clarification of project objectives and the logic model for achieving effectiveness

If the project objectives and the logic model for achieving the effects are unclear at the planning stage, there is a concern that differences of opinion may arise among the relevant parties regarding the objectives redefined after the fact, making it difficult to derive convincing evaluation results. In particular, there are many cases where diplomatic effects are difficult to redefine, and the timing of evaluations may not be appropriate (a longer period of time is needed for the effects to manifest), which may also be controversial. Regarding the above issues, it is recommended that efforts should be made to clarify the objectives and logic when planning the "Grant Aid (Economic and Social Development Programme)" scheme projects, and that the process of consideration is recorded and preserved.

<Lessons Learned>

> Grant Aid by MOFA (Economic and Social Development Programme) as a tool to support overseas business development of Japanese companies

The Grant Aid (Economic and Social Development Programme) implemented by MOFA is characterized by its ability to proceed consistently from the preparation of bidding documents to the conclusion of contracts solely through procedures by the procuring agency, which leads to project speed and simplicity. In addition, the fact that performance bonds are not required and that the projects are mainly for Japanese products have been favorably received by Japanese companies. In conclusion, the "Grant Aid (Economic and Social Development Programme)" scheme can be a useful tool to support the overseas business development of Japanese companies. To this end, it is important to strategically consider how to support the overseas business development of Japanese companies through projects, the content of products, and the purpose of the procured equipment.



Procured buoy in Port of Trincomalee



Provided vessel

Column

Trust Built on Long-standing Cooperation between Japan and Timor-Leste

– A view of a desk officer at the ODA Evaluation Division, MOFA –

It was from May 19 to 20, 2022, that the inauguration ceremony of H.E. Dr. Jose Ramos-Horta as the new President of the Democratic Republic of Timor-Leste was held in Dili, the capital of the country.

For this ceremony, members of the evaluation team for the “Evaluation of Japan’s ODA to the Democratic Republic of Timor-Leste,” conducted as part of MOFA’s FY2021 ODA Evaluation (see p.9 for further details), had the honor of being invited among others. Professor HASEGAWA Sukehiro, President of the Global Peacekeeping Association of Japan (Chief Evaluator), Professor DAIMON Takeshi from Waseda University, and Professor INADA Juichi from Senshu University travelled from Japan to Dili to attend the ceremony. At Dili, they had the opportunity to speak privately with H.E. President Ramos-Horta, and Professor Hasegawa directly handed the Evaluation Report to His Excellency.

Furthermore, in September 2022, the evaluation team were able to report to H.E. Mrs. Adaljiza Albertina Xavier Reis Magno, Minister of Foreign Affairs and Cooperation of the Democratic Republic of Timor-Leste, on the results of the study, taking the opportunity of Her Excellency’s visit to JICA during her stay in Japan to attend the state funeral for the former Prime Minister, ABE Shinzo.

For more than three centuries, Timor-Leste had seen the occupation of other countries including Portugal and Indonesia. It happens to be exactly 20 years ago that the country achieved independence on May 20, 2002, after intense military conflict. Japan began its reconstruction and humanitarian assistance to Timor-Leste even prior to its independence, and has long continued to support its nation-building efforts including the dispatch of the Self Defense Force (SDF) Engineer Unit to the United Nations Peacekeeping Operations (PKO) and other assistance during the temporary political turmoil that followed.

The Evaluation of Japan’s ODA to Timor-Leste not only analyzed Japan’s ODA for the country over the past five years as its main scope but also generated recommendations and lessons learned for future assistance with the intention to draw the overall picture of Japan’s past assistance in light of the diplomatic relations between the two countries during the past 20 years. As part of the study, with Professor Hasegawa’s personal networks, the team was able to conduct online interviews with key figures and war-time heroes who had led Timor-Leste to independence and obtained candid views about Japan’s ODA. These included H.E. President Ramos-Horta, H.E. Mr. Kay Rala Xanana Gusmão, Leader of the National Congress for Timorese Reconstruction (CNRT) (first President of Timor-Leste), and H.E. Dr. Rui Maria de Araújo, former Prime Minister.

While the results of this study could be found in this annual report, what I felt was of particular importance as I joined these interviews as a MOFA desk officer was the fact that those who held top positions, including Presidents and Prime Ministers, were keeping such detailed memories on Japan’s past assistance, even down to the practical contents. All the leaders expressed their heartfelt appreciation toward Japan for its support and assistance rendered in the past, and at the same time thought highly of Japan’s approach that gives serious consideration to what can be done to improve the lives of the East Timorese people. In my view, this reflected their trust in Japan, which has long continued its support and assistance to the country. (I would like to also add that H.E. President Ramos-Horta told us he was a great fan of Japanese filmmaker KUROSAWA Akira, and spoke delightedly about how he has watched all of Kurosawa’s films.)

Furthermore, in other interviews, positive feedbacks were also given on Japan's approach, in that Japan focuses on human resource development in a sincere manner, which means Japan does not put top-down pressures on partner countries with mandatory orders but rather takes the same standpoint and engages in discussion with its counterparts on the same level to support the direction that encourages partner countries to make their own decisions on the development of their country. Japan's longstanding approach is the very definition of "teaching a man to fish" instead of "giving a man a fish," and the feedback received reflects how this approach has been successfully communicated to partner countries.

President Hasegawa, the Chief Evaluator of the evaluation team, supported the sustainable development of Timor-Leste on the ground immediately after its independence as the Special Representative of the United Nations Secretary-General for Timor-Leste, and has continued to devote himself to promoting its development and bilateral relations with Japan even after he left the position. Waseda University, to which Professor YAMADA Mitsuru, Professor DAIMON Takeshi, and Professor UESUGI Yuji of the evaluation team belong, has long been accepting international students from Timor-Leste and dispatched faculty and students to the National University of Timor-Leste, thereby contributing to the human resource development of the country. Mr. HIGUCHI Yohei and Ms. NIWA Chihiro, who joined the evaluation team as local consultants, have also been engaged in efforts to support the development of Timor-Leste or involved in NGO activities in the field for long years.

This evaluation also provided me with the opportunity to witness the unwavering trust that local residents have toward the long-standing efforts by NGOs, JICA experts and volunteers, or members of Japanese corporations. This is the result of the cumulative hard work that these people have put in over many years, toiling with sweat and tears as they immersed themselves into the local life. Perhaps these steady endeavors by Japan's "Timor-Leste cheer squad," comprising of those engaged in ODA projects, private companies, and academia, or the gratitude and trust that the local residents have toward these people are something that cannot be described in numerical form in the Evaluation Report. However, it is what I conclude from participating in the evaluation process that this gratitude and trust from the people of Timor-Leste represent the very impact of Japan's ODA that has spilt over from the consistent efforts of Japanese people over the years.



Professor Hasegawa, handing the Evaluation Report to H.E.
President Ramos-Horta
(Courtesy of Global Peacebuilding Association of Japan)



Overview of Other ODA Evaluations

Evaluations Based on the Government Policy Evaluations Act (GPEA)

Since the enforcement of the Government Policy Evaluations Act (GPEA) in 2002, each ministry or agency of the Government of Japan is required to conduct self-evaluations of the policies under its jurisdiction.

MOFA conducts ex-post evaluations of its overall economic cooperation policies, ex-post evaluations of pending and unfinished projects,¹ and ex-ante evaluations of projects exceeding a certain monetary value² based on the GPEA and its Order for Enforcement.

► MOFA Website

https://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/index_hyouka05.html

- 1 "Pending projects" include projects for which the Loan Agreement has not yet been signed or loan disbursement has not yet begun five years after the policy was determined and others. "Unfinished projects" include projects for which loan disbursement has not yet been completed ten years after the policy was determined and others.
- 2 Ex-ante evaluations are implemented for grant aid projects in which the maximum amount of aid offered through an Exchange of Notes (E/N) is one billion yen or more and ODA loans in which the maximum amount offered through an E/N is 15 billion yen or more.

Evaluations by Other Ministries and Agencies

Other than MOFA, each ministry and agency also conducts ODA-related evaluations as part of evaluations of policymaking, policy enforcement, and project implementation in areas under their jurisdiction based on the GPEA. For details, please refer to the website of each respective ministry or agency linked below.

► Financial Services Agency (FSA)

Training program for financial officials in developing countries (supervisory seminars)

https://www.fsa.go.jp/common/budget/kourituka/03_R4/saisyuu/22_0022.pdf

(See Program 1 in the Administrative Project Review Sheet for Projects Implemented in FY2021.)

► Ministry of Internal Affairs and Communications (MIC)

Promotion of Global Strategy in the ICT Sector

https://www.soumu.go.jp/menu_seisakuhyouka/kekka.html

(See the preliminary analysis table for evaluations of main policies/programs implemented in FY2021; the policies/programs include non-ODA projects.)

► Ministry of Finance (MOF)

Promote a wide variety of international cooperation, including financial support and intellectual assistance, to help developing countries stably develop their economies and societies

https://www.mof.go.jp/about_mof/policy_evaluation/mof/fy2021/evaluation2/index.html

(See p. 239-256 of the full version; the policies/programs include non-ODA projects.)

► Ministry of Education, Culture, Sports, Science and Technology (MEXT)

Promotion of international exchange and cooperation to contribute to the development of a prosperous international community

https://www.mext.go.jp/a_menu/kouritsu/detail/block30_00038.htm

(See project name "Policy 13: Promotion of International Exchange and Cooperation to Contribute to the Development of a Prosperous International Community (0421-0452)" in the FY2020 Project Review Sheet; the policies/programs include non-ODA projects.)

► Ministry of Health, Labour and Welfare (MHLW)

Participation in and Contribution to the International Community

<https://www.mhlw.go.jp/wp/seisaku/hyouka/keikaku-kekka.html#hyouka>

(See the preliminary analysis table for policy evaluation.)

► Ministry of Agriculture, Forestry and Fisheries (MAFF)

Establishment of comprehensive food security

https://www.maff.go.jp/j/budget/review/r4/f/04_bunya05.html

(See project name "0101: Contributions to Cooperation in the Agricultural, Forestry, and Fishery Industries Through International Organizations" in the FY2021 Administrative Project Review Sheet; the policies/programs include non-ODA projects.)

► Ministry of Economy, Trade and Industry (METI)

Support for development of overseas markets and inward investment

https://www.meti.go.jp/policy/policy_management/seisaku_hyoka/2021/index.html

(See Ex-Post Evaluation 4-2 in the FY2021 policy evaluation report; the policies/programs include non-ODA projects.)

► Ministry of Land, Infrastructure, Transport and Tourism (MLIT)

Promote international cooperation and coordination

<https://www.mlit.go.jp/common/001423517.pdf>

(The policies/programs include non-ODA projects.)

► Ministry of the Environment (MOE)

International coordination and cooperation related to global environmental conservation

<http://www.env.go.jp/guide/seisaku/index.html>

(The policies/programs include non-ODA projects.)

► Evaluations by the Japan International Cooperation Agency (JICA)

JICA evaluates individual projects (external evaluations by third-party evaluators or internal evaluations by JICA overseas offices depending on the aid amount) with the three aid schemes of technical cooperation, ODA Loans, and grant aid (under JICA's jurisdiction). It also conducts comprehensive and cross-sectoral evaluations with specific themes (e.g., by region, issue, or aid modality), impact evaluations for evidence-based project implementation, and process analyses focused on the achievement of results from projects.

When conducting evaluations, JICA aims to promote the utilization of evaluation results to further improve projects from the perspective of "learning," while also striving to ensure accountability by securing the objectivity and transparency of evaluations as well as publishing the evaluation results.

► JICA Website

Project evaluations

https://www.jica.go.jp/english/our_work/evaluation/index.html

► Evaluations by Governments and Agencies in Recipient Countries

Each year, MOFA commissions recipient governments, government agencies, private consultants, and professional evaluators in a recipient country to conduct an evaluation on a development program in an area such as health, transportation, or disaster prevention. The aims of these evaluations are to enhance the recipient country's evaluation capacities, secure improvements in ODA management and accountability, and promote understanding of Japan's ODA in the recipient country.

[\("Evaluation of Japan's Official Development Assistance \(ODA\) to the Noguchi Memorial Institute for Medical Research in Ghana" \(Partner Country-led Evaluation\) conducted in FY2021\)](#)

Follow-up ODA Evaluation Results

MOFA has formulated specific actions in response to the respective recommendations made in each ODA evaluation.

Actions in Response to Recommendations of Evaluations in FY2021

The following are the actions in response to the recommendations raised in the five ODA evaluations conducted in FY2021.

Evaluation of Japan's ODA to the Democratic Republic of Timor-Leste

Recommendation 1: Supporting Timor-Leste's Economic Takeoff through "High-Quality" ODA Provision

Japan will continue to provide support in areas where its strengths can be applied, including quality infrastructure and disaster risk reduction. It will also continue to increase development effects by linking Japanese grant aid with technical cooperation, thereby contributing to the further economic development of Timor-Leste. In formulating projects, attention will be given to utilizing Japanese technology and strengths, starting from the process of project selection.

Recommendation 2: Expanding Support for Environmental Infrastructure in Anticipation of Timor-Leste's Graduation from Least-Developed Country (LDC) Status

Japan will continue to consider the provision of support toward environmental infrastructure through ODA loans (yen loans) including the Special Terms for Economic Partnership (STEP) (Note). In doing so, it will engage in many consultations with the government of the partner country so as to provide support in areas that meet the needs of the partner country, and where Japan's strengths can be utilized.

(Note) The Special Terms for Economic Partnership (STEP) was introduced in July 2002 with the aims of utilizing Japan's superior technologies and knowhow to enhance the "visibility of Japanese aid" through the transfer of technology to developing countries.

Recommendation 3: Fostering Professionals and Industrial Workers in Cooperation with the Technical Intern Training Program

JICA is engaged in efforts to contribute to economic development in developing countries and regional revitalization in Japan through its overseas and domestic offices, led by the Office for Foreign Human Resources established in April 2021. While keeping close attention on the program for the conclusion of agreements on the acceptance of technical intern trainees from Timor-Leste, it aims to continue developing future initiatives.

Recommendation 4: Becoming a Preferred Country for Investment through Environmental Improvement and Promotion of Tourism Resources

To contribute to Timor-Leste's nation-building in the area of governance, support is provided during each national election. Japan will also consider support based on the country's needs regarding the development of legal systems. Reviews will also be undertaken for support that contributes to the diversification of industries.

Recommendation 5: Contributing to Overarching Policy Covering the Entire Infrastructure Sector to Create "Resilient Infrastructure"

Since Timor-Leste restored its independence, Japan has continuously cooperated with the country in the area of road maintenance and management, and will keep providing assistance with a view to further strengthening Timor-Leste's capacity in this area. This includes the ongoing dispatch of experts on road infrastructure quality management. Japan will also participate actively in consultations with economists from other donor countries, the World Bank, and the Asian Development Bank, share its experiences and lessons learned in the field of infrastructure, and strive to contribute more in the future toward dialogues at the policy level.

Recommendation 6: Strategically Expanding Japan's ODA to Strengthen Timor-Leste's Governance Capacity

When revising the next Country Development Cooperation Policy, MOFA will consider clarifying the priority areas that are put forward by high-level diplomatic policies, including the Free and Open Indo-Pacific (FOIP). It will also continue to formulate projects while paying attention to these areas.

Evaluation of Japan's ODA to the Republic of Peru

Recommendation 1: Maintaining the Basic Policy of "Contributing to Sustainable Economic Development"

When revising the current Country Development Cooperation Policy dated September 2017, MOFA will conduct a review based on recommendations on the appropriateness of maintaining the basic policy of "contributing to sustainable economic development."

Recommendation 2: "Selection and Concentration": Continued Assistance through Various ODA Schemes in Three Priority Areas

When revising the current Country Development Cooperation Policy dated September 2017, MOFA will conduct a review based on recommendations on the need to continue providing support in the three priority areas of "improving socio-economic infrastructure and narrowing disparities," "environmental measures," and "disaster risk prevention measures."

Recommendation 3: Strengthening Cooperation with the Funds and Activities of Diverse Entities

In future assistance, Japan will continue to actively pursue possibilities with regard to collaboration with the private sector and international institutions, as well as collaboration between effective ODA schemes (loans, grant aid, and technical cooperation).

Recommendation 4: Necessity of Continuing Technical Cooperation that Leads to Long-Term Human Resource Development

In Peru, collaborative projects with universities and research institutes through the Science and Technology Research Partnership for Sustainable Development (SATREPS) scheme and other programs have been actively adopted to date. In future assistance, Japan will continue to pursue the possibility of implementing projects that contribute to the further evolution of government-academia cooperation.

Recommendation 5: Maintaining Cooperation with Communities of Japanese Descendants

In the development of projects under various ODA schemes, Japan will focus on whether there are elements that could enable cooperation with communities of Japanese descendants, and pursue the possibility of cooperation where they are present.

Recommendation 6: Responding to Infrastructure Needs in Consideration of Peru's Natural Environment and the Impact of Climate Change

When reviewing assistance toward infrastructural needs in the future, Japan will give full consideration to the impact on climate change as well as the natural environment of the target region, the decentralization situation, and appropriate implementation that is both environmentally and socially considerate.

Evaluation of Japan's ODA to the Republic of Malawi

Recommendation 1: Further Strengthening of Measures that Contribute to the Entry of Japanese SMEs and NGOs, and the Improvement of the Investment Environment

In cases where the need to intervene is recognized and if it is appropriate to do so after verification of entry barriers to investment and access of foreign companies and NGOs to Malawi, Japan will consider dispatching legal experts and implementing thematic training through technical cooperation, taking into consideration constraints on the availability of experts and Malawi's priority compared to other countries within the African region. With regard to the proposal to modify the selection criteria for the ABE Initiative, members of private companies and entrepreneurs are already eligible to apply. So instead of amending the selection criteria, Japan will carry out selection appropriately, bearing in mind the recommendation.

Recommendation 2: Establishing a "Human Resources Bank" (Tentative Name) for Malawian Students and Trainees (who Have Studied or Are Studying in Japan) to Strengthen Their Network Building and Utilization

As the provision and utilization of information on the past international students and trainees as open-source information is not appropriate from the perspective of protecting personal information, Japan will continue to promote effective networking by promoting reunions for exchange students and trainee alumni. (Programs implemented under the ABE Initiative include "Networking Events" and activity reports by returned trainees, as well as homecoming report presentations and networking events aimed at facilitating exchanges with Japanese corporations.)

Recommendation 3: Strategic and Continuous Utilization of JOCVs and Core Human Resources on the Malawi Side

The selection of senior JOCVs and experts for Malawi will be carried out based on the abilities required for the posts. However, experience as a JOCV in the country will also be taken into consideration for posts in which experience as a JOCV is deemed to be useful.

There are already many cases where former project managers for Japanese cooperation in Malawi and former Malawian trainees are involved in Japan's new cooperation projects. Japan recognizes that these people have the potential to become key figures in bilateral relations in the future. While paying attention to the recommendations and giving consideration to budget constraints, Japan will examine the possibility of further strengthening relations with them if they are found to be highly effective on a case-by-case basis.

Recommendation 4: Strengthening Public Relations Strategies Aimed at the People of Malawi

Japan recognizes that existing media outlets, such as newspapers and radio, continue to be highly influential in Malawi. Taking these conditions into consideration, in order to strengthen external communications based on the recommendation, the JICA Malawi Office will identify former Malawian JICA trainees and exchange students who studied in Japan with strong communication skills, and consider the possibility of disseminating information via their social media and other tools.

Japan will consider effective means of communication including collaboration with Malawian influencers and artists on a case-by-case basis.

Evaluation on Japan's Education Cooperation Policy

● Recommendations on the Policy Content of Japan's Education Cooperation

Recommendation 1: Prioritizing Designated Priority Areas

In the formulation of the next policy, Japan will consider if it is possible to prioritize assistance in fields designated as priority areas.

Recommendation 2: Setting Periods and Goals

In the formulation of the next policy, Japan will review how to incorporate the implementation period of the policy, and the establishment of criterion and targets that should be achieved.

Recommendation 3: Contents of the Policies (Purpose, specification of target fields, promoting collaboration with other actors and entities, etc.)

In the formulation of the next policy, a review will be carried out on the possibility of separately setting out elements such as the purposes of cooperation and the target fields. In this policy, many good practices have emerged in aspects such as information exchanges and mutual cooperation within the region, effective collaboration and cooperation with diverse actors, utilization of various assistance schemes to enhance effectiveness, and the incorporation of activities in other development sectors. Having been appraised for contributing to "Learning for All, All for Learning," Japan will continue with these initiatives and continue to expand the impact of education cooperation while enhancing its sustainability. At the same time, Japan will put effort into building and maintaining long-term relationships of trust with beneficiary countries so as to secure the effectiveness of Japan's assistance. Japan will also continue to work on maintaining diverse aid modalities.

● Recommendations on the Policy Formulation and Implementation Process of Japan's Education Cooperation

Recommendation 4: Effective Use of Existing Platforms in Policy Formulation

The formulation of the education cooperation policy has been carried out while listening to the opinions of the relevant ministries and agencies, JICA, and experts. However, to enable discussions through more open and transparent processes, Japan will review the effective use of existing platforms.

Recommendation 5: Effective Use of Existing Platforms in the Inspection of Policy Implementation

To date, the implementation status of policies has been verified by the International Education Cooperation Liaison Council. However, as the Council only held a limited number of meetings, efforts will be made to hold meetings multiple times a year in order to increase the opportunities for verifying the implementation status of policies. In addition, reviews will be conducted on the establishment of implementation periods for policies to enable the implementation of third-party evaluations at suitable timings.

Recommendation 6: Incorporation of MEXT's Knowhow and Cooperation

The International Education Cooperation Liaison Council is attended by representatives from MOFA, MEXT, and JICA, and engages in the sharing of information. As such, MOFA will consult with MEXT and JICA to consider the need to convene separate regular meetings for the three agencies only.

Recommendation 7: Communication from Leaders and Continued Dissemination to ODA Implementing Agencies

To date, Japanese leaders have taken advantage of appropriate opportunities to communicate Japan's policies to the international community. With regard to the dissemination of the same policies, MOFA will conduct reviews on continued dissemination internally, and to overseas diplomatic missions and JICA.

Recommendation 8: Diplomatic Perspective in the Monitoring of Individual Projects

MOFA will verify the diplomatic importance of projects at the adoption stage, and exchange information with the local diplomatic mission and JICA's overseas offices from the implementation stage of projects. It will conduct reviews on monitoring and various surveys on the impact of cooperation, while maintaining a diplomatic viewpoint. In the evaluation of projects, it will gather information on the diplomatic importance and diplomatic impact and conduct verification through hearings with partner governments, embassies, and consulate-generals, and JICA's overseas offices, and other means. Based on these, it will consider including the relevant information, if available, in the reports.

Evaluation of Japan's Grant Aid to the Democratic Socialist Republic of Sri Lanka (Economic and Social Development Programme) in FY2017

● Recommendations for the Project

Recommendation 1: Early Implementation of On-site Monitoring by the Embassy of Japan in Sri Lanka

Coordination is ongoing with a view to early implementation, while giving full consideration to the socio-economic situation and security, which have become more unstable due to the COVID-19 pandemic and economic crisis.

Recommendation 2: Study of Strategies to Support Development Around the Port of Trincomalee Area

Economic development support is provided to the region around the Port of Trincomalee, including ODA loans (yen

loans) for the Rural Infrastructure Development Project in Emerging Regions (E/N signed in April 2017, 12,957 million yen). Examinations will continue to be carried out for economic development support toward the same port region.

● Recommendations and Lessons Learned for the Grant Aid (Economic and Social Development Programme) by MOFA

Recommendation 3: More Proactive Dissemination of Information on Projects

Going forward, proactive efforts will be made to publicize the project based on the timing for monitoring in the field and the completion ceremony. For other grant aid projects implemented by MOFA (Economic and Social Development Programme), efforts will also be made to further strengthen the dissemination of information obtained in a timely manner.

Recommendation 4: Clarification of Project Objectives and the Logic Model for Achieving Effectiveness

In developing projects under the Economic and Social Development Programme, reviews will be conducted on the concrete measures to clarify the logic for manifesting the purposes and effects.

Column

17th ODA Evaluation Workshop – First Ever Online Workshop

The Ministry of Foreign Affairs (MOFA) of Japan has been holding ODA Evaluation Workshops almost every year since 2001, with the aim of facilitating understanding of Japan's ODA and ODA evaluation in the Asia Pacific region, enhancing the evaluation capacities of developing countries in the region, as well as increasing ownership, transparency and development efficiency. The 17th ODA Evaluation Workshop, convened in February 2022, was the first time it was held in three years since the 16th Workshop (January 2019, Thailand) due to the impact of the COVID-19 pandemic, as well as the first to be held online.

Co-hosted by the Asia Pacific Evaluation Association (APEA), the workshop was based on the theme "The Role of Evaluation in a New Era - Full of Challenges and Opportunities."

The co-hosting of the workshop by the APEA, a network organization that brings together evaluation experts from the Asia Pacific region, made it possible to provide professional and timely information about evaluation. The workshop also presented an excellent opportunity for sharing information about Japan's evaluation initiatives widely with the evaluation community.

The first online workshop called for various considerations and ingenuity with regard to the question of how to retain the interactive and participatory characteristics of the previous workshops, in addition to the need to pay attention to the different communications conditions and varying levels of proficiency in using online platforms in each country. As a result, 55 delegates from 25 countries and three organizations participated in the online workshop, exceeding the number of participants in face-to-face workshops held in recent years. Thanks to the experienced Co-Chairs and Lead Facilitators of each session, the participants engaged in lively discussions and exchanges of opinions.

The increase in the number of participants can be attributed particularly to active participation from the Pacific Island countries, which had not been invited in recent years despite the great need to strengthen their evaluation capacities. Also, it can be assumed that participants from each country found it easier to adjust their schedules as there was no need to travel overseas. Hence, the advantages of an online event had been fully utilized. Many of the participants commented that the contents of each session were beneficial as they were related to their work, and the workshop overall was highly satisfactory.

While the workshop received a certain level of acknowledgement for its success in maintaining the interactive and participatory characteristics of previous workshops, some participants expressed that they anticipate more proactive participation and exchanges. For example, they would like to have more opportunities to speak and share experiences, as well as more two-way dialogue-based exercises. The difficulty of feeling a sense of unity and interaction among the participants, as compared to face-to-face workshops, highlighted the challenges of online meetings.

MOFA will continue to pursue better workshops by learning lessons and outcomes from previous experiences. The reports on previous workshops including the 17th ODA Evaluation Workshop are available on the MOFA website. Please visit the website for more information.

https://www.mofa.go.jp/policy/oda/evaluation/seminars_and_workshops/index.html



► The Implementation Status of Response Actions Taken for the Recommendations of Evaluations in FY2020

The following are the implementation status of response actions taken for the recommendations obtained from third-party evaluations in FY2020 (as of September 2022). ([Link to the FY2020 evaluation reports](#))

Evaluation of Japan's ODA to Brazil

Recommendation 1: Enhancing the Strategic Nature of Development Cooperation



Implementation Status of Response Actions

In light of the recent situation with the conservation of Brazil's rainforests attracting global attention, Japan is implementing strategic development cooperation, such as the "Project for improving control of illegal deforestation through advanced SAR and AI technologies in the Brazilian Amazon" that commenced in FY2021. Japan is also implementing development cooperation through a combination of various methods of cooperation. These include providing emergency relief supplies in the event of severe floods and landslide disasters which have been intensifying in Brazil, and having Japanese experts in disaster preparedness participate in surveys of landslide disaster sites and reviews of recovery methods conducted by the relevant parties in Brazil, by utilizing past and ongoing cooperation in the field of disaster preparedness. Japan is also actively disseminating information about these initiatives through social media and other means, and its efforts have also been covered by Brazilian and Japanese media.

Recommendation 2: Strengthening Partnerships through Support for Brazil's Transition from a Recipient to a Donor Based on Triangular Cooperation



Implementation Status of Response Actions

At the annual meeting of the Japan-Brazil Partnership Program (JBPP), the good practices and lessons drawn from triangular cooperation, which were compiled through the present evaluation, were shared. Reviews will continue to be held on the development of triangular cooperation, including measures toward the efficient and prompt implementation of triangular cooperation such as the introduction of electronic signatures on various documents.

Recommendation 3: Enhanced Dialogue among Countries Involved in Triangular Cooperation



Implementation Status of Response Actions

Japan continues to conduct regular consultations with the Brazilian Cooperation Agency and continues to engage in talks with the Agency on the monitoring of ongoing projects as well as overall policy including the future direction of cooperation. With regard to trilateral monitoring and evaluation systems for projects that are being implemented, the impact of the COVID-19 pandemic has made it difficult for trainees to travel while posing challenges to the dispatch of experts and survey teams to Brazil, the ODA recipient, for the formulation of detailed plans. Hence, while adapting flexibly with online meetings, reviews will continue to be carried out with an eye on the status of the pandemic.

Recommendation 4: Promotion of the Resolution of Social Issues through Public-Private Partnerships



Implementation Status of Response Actions

The Open Innovation Challenge, TSUBASA, has been established by co-organizers JICA and IDB Lab (an innovation laboratory of the Inter-American Development Bank). This initiative promotes environment development toward the resolution of social issues not only in business-to-government (BtoG) frameworks, but also in business-to-business (BtoB) frameworks. For example, start-up companies participated in a challenge related to carbon credits targeted at Brazil. JICA and the Japan External Trade Organization (JETRO) also hold frequent consultations at the field level, and have a mutual cooperation system in place for supporting start-ups. In addition, JICA's domestic offices and JETRO collaborate to provide support for the implementation of Brazil business seminars.

Evaluation of Japan's ODA to Mongolia

Recommendation 1: Formulation of Clearer Regional Development Strategies and Rolling plans for Sustainable Economic Growth and Stable Social Development in Mongolia



Implementation Status of Response Actions

In the next revision to Japan's country assistance policy, the key parts of the JICA Country Analysis Paper (JCAP), which provides information from the development aspect, were formulated and submitted to MOFA. This proposed outline was formulated in consultation with the Mongolian government, the World Bank (WB), Asian Development Bank (ADB), and the International Monetary Fund (IMF), while maintaining consistency with the economic cooperation policies of these organizations. With regard to regional development strategy, it is now the time for the Mongolian side to formulate a development strategy that brings out the characteristics of each region that matches their resources and development conditions. There are plans to formulate region-based support measures based on these Mongolian-side policies.

Recommendation 2: Enhancement of Measures to Reduce Risks Posed by Frequent Personnel Reassignment



Implementation Status of Response Actions

With the amendment to the Civil Service Law of Mongolia in 2019, it has become mandatory for civil servants to return to the same posts after their studies abroad. The widespread implementation of the amended law after its enforcement has gradually secured the continuity of projects. As a result of the improved ability of civil servant candidates, the passing rate improved by 2.8 points year-on-year in 2022. Hence, we can say that there is a trend toward the gradual fulfillment of capable human resources for the civil service. In the aspect of project implementation, by adding not only the competent ministry but also agencies under their umbrellas to the working groups as counterpart organizations for the projects, efforts are ongoing to introduce forms of cooperation that retain knowhow widely in the relevant organizations.

Recommendation 3: Enhancement of Measures for Countries with Frequent Government Reorganization



Implementation Status of Response Actions

In January 2022, the Mongolian National Development Agency was reorganized as the Ministry of Economy Development, and there were changes to the department in charge of economic cooperation as a result. However, efforts were made to minimize the impact of this reorganization on cooperative relations through prompt and timely gathering of information, and explanations of Japan's cooperation policy to the Ministry at an early stage, among other measures. Although no parliamentary elections have been held since 2020 when this country assistance evaluation was conducted, efforts will be made to gather information about election trends toward the next elections scheduled for 2024.

Recommendation 4: Clarification of the Division of Roles in Projects Involving Multiple Government Ministries/Agencies



Implementation Status of Response Actions

Following up from trials implemented in projects such as the "Project for Strengthening Teachers' Ability and Reasonable Treatments for Children with Disabilities (START)" (Phase 1: August 2015 – July 2019, Phase 2: September 2020 – 2024 (scheduled)) and the "Project for Promoting Social Participation of Persons with Disabilities in Ulaanbaatar City" (May 2016 – May 2020), it has been decided that working groups comprising members from the Ministry of Education and Science and the Ministry of Health will be established at the launch of the upcoming "Project for the Establishment of Hospital Management and Medical Services at the Mongolia-Japan Teaching Hospital" (scheduled to commence in 2022). These working groups will hold meetings quarterly during the project period, aiming to ensure that cooperation is obtained corresponding to changes in the situation during its implementation.

Evaluation of Japan's ODA to the Republic of Rwanda

Recommendation 1: Continued Promotion of Development That Will Benefit the Poor



Implementation Status of Response Actions

To consolidate and further realize the effects of ODA loans (yen loans) related to nutrition, Japan dispatches nutrition advisors and provides support for the formulation of government plans to promote nutrition and their monitoring. In the areas of water and hygiene, the technical cooperation project, "The Project for WASAC Utility Turnaround with KAIZEN Approach," has commenced, through which Japan is providing support for a stable water supply for people including the poor, by enhancing the services of water utility entities in Kigali and strengthening measures on non-revenue water (water that cannot be charged for due to water leakage or theft). In the education sector, the "Project to Strengthen Primary School Mathematics and Science with the Use of ICT" has been launched to provide support for improving the quality of education and access to education by promoting its digitalization. Support is also ongoing through the Grant Aid for Japanese NGO Projects. For example, in order to generate revenue and create employment in the rural areas, job training related to road maintenance is being conducted for local residents in rural areas, including the poor.

Recommendation 2: Supporting Rwanda in Becoming an ICT Knowledge Hub in Africa



Implementation Status of Response Actions

In the technical cooperation project "Digital & Innovation Promotion Project" in the field of ICT, Japan plans to collaborate by utilizing the networks of the Chamber of Commerce and Services in Rwanda to gain cooperation in introducing local partners and selecting demonstration projects. In this technical cooperation project and "Project NINJA," which supports entrepreneurs with a view to creating business innovation, efforts are also ongoing to carve out networking opportunities with neighboring countries.

Recommendation 3: Facilitation of Collaboration with Diverse Actors Including Japanese Enterprises



Implementation Status of Response Actions

With a view to nurturing Rwandan human resources who are knowledgeable about Japan, and promoting the utilization of networks between Rwandan and Japanese corporations, Japan continues to implement the African Business Education Initiative for Youth (ABE Initiative), creating opportunities to match human resources with

corporations in Japan. The technical cooperation project "Digital & Innovation Promotion Project" in the field of ICT has commenced, and efforts will continue to be made to create opportunities for cooperation between corporations in both countries. The JICA Chair Initiative has been launched to conduct lectures continuously on Japan's development at the University of Rwanda, and there are ongoing efforts to promote cooperation with universities.

Recommendation 4: Strengthening of Support for Economic Partnerships across the EAC Region



Implementation Status of Response Actions

While paying close attention to the situation in EAC member states, in addition to setting up and conducting capacity-building training for One Stop Border Posts (OSBP: Aimed at facilitating logistics by making it possible to complete the export/import procedures at a single stop, which usually need to be carried out at both the departure and entry countries), which have been implemented, Japan is also providing a wide range of support and implementing surveys, such as the procurement of X-ray scanners and other equipment through grant aid in association with international organizations, and basic surveys on health conditions at borders.

Recommendation 5: More Active Consideration and Disclosure of Regional Circumstances in the EAC and African Great Lakes Region



Implementation Status of Response Actions

In revising the Country Development Cooperation Policy in the future, Japan is considering taking account of regional circumstances and incorporating the results into the policy as far as possible.

Recommendation 6: Promotion of Information Disclosure on Contributions to International Organizations and Grant Assistance for Grassroots Human Security Projects



Implementation Status of Response Actions

Information on Japan's ODA to Rwanda, including the handover ceremony for projects funded by contributions to international organizations and the project details of Grant Assistance for Grassroots Human Security Projects, have been published on the website of the Embassy of Japan in Rwanda.

Economic and Social Development Programme for the Hashemite Kingdom of Jordan in FY2015

Recommendation 1: Necessity of More Detailed Project Explanation



Implementation Status of Response Actions

In explanations of the Economic and Social Development Programme thereafter, efforts are being made to provide detailed and easy-to-understand explanations on project background, development issues, decision-making process on matters such as the selection of beneficiaries, and project development process.

Recommendation 2: Performance Management through the Introduction of an Objective Framework



Implementation Status of Response Actions

In the development of projects under the Economic and Social Development Programme, efforts are being made to develop projects with a greater focus on outcomes, as well as to manage outcomes better, through means such as sharing possible outcomes with the partner government from the early stages of project development.

Recommendation 3: Implementation of Effective Public Relations



Implementation Status of Response Actions

In publicizing individual projects, efforts are being made to ensure that the publicity facilitates deeper understanding among the citizens, while making sure that the contents are supportive toward Jordan, which plays an important role toward the stability of the Middle East region, and which has earnestly addressed economic and social issues amidst great difficulties. At the same time, efforts are also made to ensure that the contents proactively appeal for Japan's support for refugees and humanitarian assistance, in its position as a responsible member of the international community.

Recommendation 4: Monitoring and Measurement of Effectiveness for the Operation and Maintenance of Equipment/Products



Implementation Status of Response Actions

Alongside continuous monitoring, efforts are also being made in later projects under the Economic and Social Development Programme to consult with the partner government on how to enable the capturing of management and operational status, and to explore the improvement of systems to the extent possible. While giving consideration to the COVID-19 pandemic conditions and other factors, monitoring will be carried out on usage status through field inspections where the circumstances permit.

Economic and Social Development Programme to the Republic of Mozambique in FY2017

Recommendation 1: Assignment and Management of Project Outcomes Based on Analysis of Development Needs



Implementation Status of Response Actions

There were some projects implemented to supply fuel or similar materials after the Evaluation. They were aimed at stabilizing fuel supply and prices in the market, as well as reducing the burden on strained government finances. Despite difficulties in setting the indicators for measuring the effects, efforts were made to provide concrete descriptions, as much as possible, on the anticipated effects in the press releases.

Recommendation 2: Improvement of Monitoring after Delivery of the Procured Product



Implementation Status of Response Actions

In similar projects, partner governments have been requested to submit reports on the usage of consumables and the status of producing effects.

Recommendation 3: Promotion of Domestic Publicity Efforts in Japan and Mozambique



Implementation Status of Response Actions

For projects to supply fuel, etc. that were implemented thereafter, efforts were made to write about the significance and importance of the projects in press releases in as much detail as possible. Partner governments have been requested to publicize projects to their citizens through opportunities such as signing ceremonies. There have also been cases where press conferences held jointly by the Foreign Minister of the partner country and the Japanese Ambassador were publicized to the local media.

Editor's Note

The Annual Report on Japan's ODA Evaluation 2022 has been published earlier than in previous years. This year, we have invited Professor YAMAYA Kiyoshi from Doshisha University, who has provided support toward our ODA evaluations for many years, to contribute an article to the Report, and he has graciously penned a column about the changes to the Annual Report on Japan's ODA Evaluation over the past 30 years. This is a unique retrospection on the history of ODA evaluations based on a study of the "forms" that the Annual Report has taken over the years, which highlights the fact that ODA evaluations have changed in ways that correspond to the needs of the times. Today, after having gone through these changes, we are putting effort into communicating information about ODA evaluations in an easy-to-understand and concise manner to all readers of the Report.

In this year's edition, we have also strived to enrich the contents about the follow-ups to the evaluation results. Various recommendations are made in each evaluation report based on the evaluation results. The relevant MOFA departments and diplomatic missions overseas, as well as JICA, take these recommendations, and upon careful examination and reviews, put effort into improving policies and projects thereafter. By introducing such initiatives alongside the evaluation results, we aim to further deepen understanding of ODA.

Discussions are now ongoing toward the revision of the Development Cooperation Charter. The process for the revision of this Charter is similar to evaluations in a broad sense that it reviews Japan's ODA and the circumstances surrounding ODA after 2015, and considers the direction that ODA should take in the future. Furthermore, in order for "ODA evaluations" to contribute to this process, a review of ODA evaluations that have been conducted under the current Charter is ongoing by a third-party evaluation team from the perspective of the Development Cooperation Charter. The consistency of ODA policies and ODA implementation with the Charter and the status of achievement are being reviewed. Under the new Charter, which will be updated to correspond to the changing times, we will continue to steadily conduct ODA evaluations to improve ODA management and ensure accountability to the public.

NISHINO Yasuko

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Related Websites

- ▶ Official Development Assistance (ODA), MOFA
<https://www.mofa.go.jp/policy/oda/index.html>
- ▶ ODA Evaluation, MOFA
<https://www.mofa.go.jp/policy/oda/evaluation/index.html>
- ▶ ODA Evaluation Guidelines, MOFA
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https://www.jica.go.jp/english/our_work/evaluation/index.html
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- ▶ Sustainable Development Goals (SDGs) Promotion Headquarters
https://japan.kantei.go.jp/98_abe/actions/201806/_00038.html

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