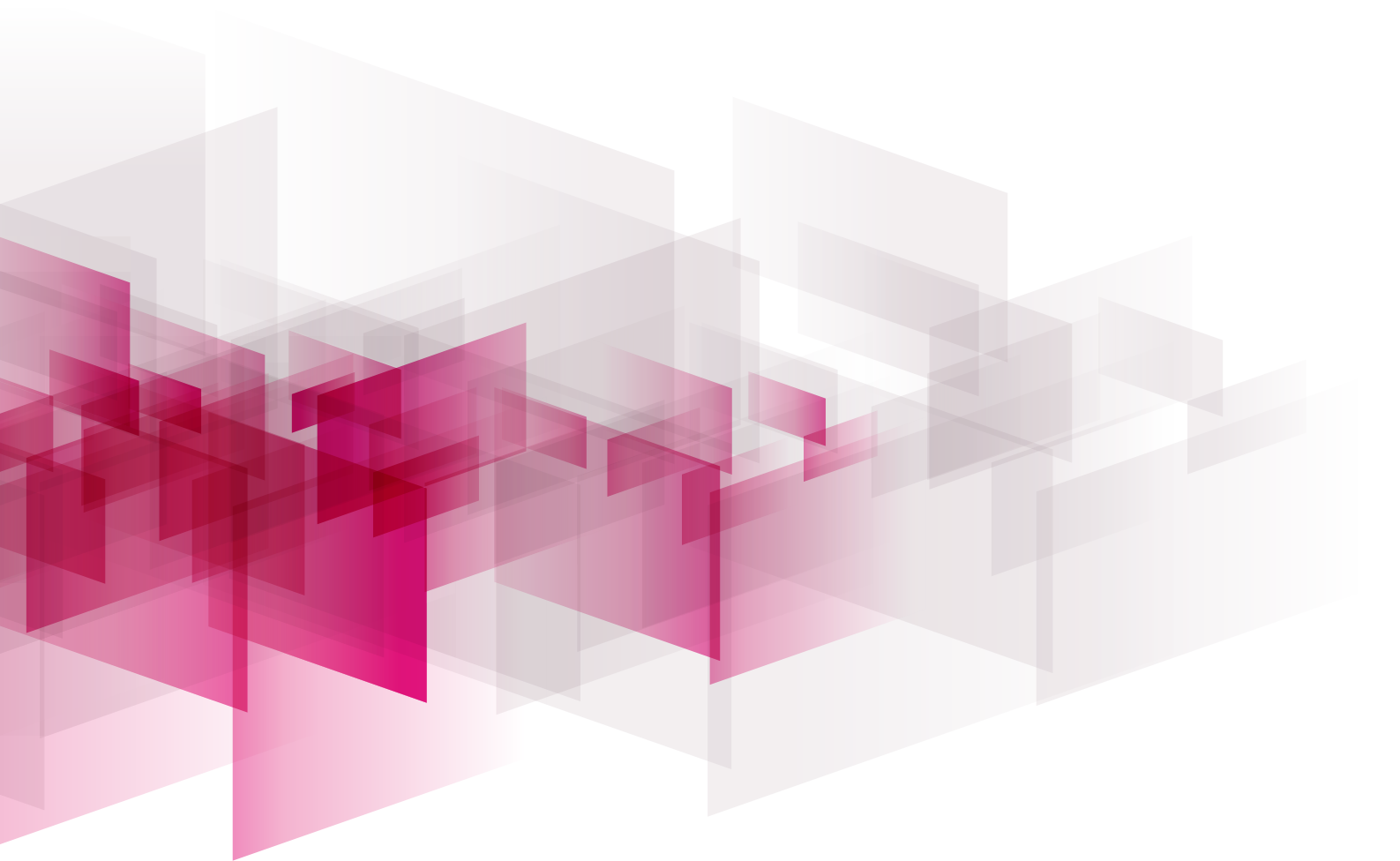


Annual Report on Japan's ODA Evaluation 2023



CONTENTS

✕	What is ODA Evaluation?	03
✕	Summary of MOFA ODA Evaluations in FY2022	05
	Evaluation from Development Viewpoints	05
	Evaluation from Diplomatic Viewpoints	06
	Recommendations and Lessons Learned	06
	Review of Japan's ODA Evaluations from FY2015 to FY2021	07
	Column Toward Improving ODA Evaluations Based on the New Development Cooperation Charter	08
✕	FY2022 MOFA ODA Evaluation Results	09
	Evaluation of Japan's ODA to Lao People's Democratic Republic	09
	Evaluation of Japan's ODA to Tajikistan	11
	Evaluation of Japan's ODA to Turkey	13
	Evaluation of "Japan's Grant Aid for Economic and Social Development Programme to Cuba in JFY 2016"	15
	Evaluation of "Japan's Grant Aid for Economic and Social Development Programme to Cuba in JFY 2017"	17
	Review of Japan's ODA Evaluations from FY 2015 to FY 2021	19
	Column Japanese Cooperation on the Roads in Havana: Scenes in the Field Through the Eyes of the Evaluation Team	21

 Other ODA Evaluations	23
Evaluations Based on the Government Policy Evaluations Act (GPEA)	23
Evaluations by Other Ministries and Agencies	23
Evaluations by the Japan International Cooperation Agency (JICA)	24
Evaluations by Governments and Agencies in Partner Countries	24
ODA Evaluation Workshop	24

 Follow-up ODA Evaluation Results	25
Actions in Response to Recommendations of Evaluations in FY2022	25
The Implementation Status of Response Actions Taken for the Recommendations of Evaluations in FY2021	27

 Editor's Note	31
--	-----------

 Related Websites	32
---	-----------

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**.

With regard to ODA evaluation, the Development Cooperation Charter that was revised in June 2023 states that “in light of the importance of evaluation and improvement not only for maximizing effectiveness and efficiency of cooperation but also for ensuring accountability to the public, ... Japan will appropriately conduct evaluations.”

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 (third-party evaluations) by the ODA Evaluation Division, Minister's Secretariat of 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. JICA, on the other hand, mainly evaluates the individual projects that it is responsible for implementing.

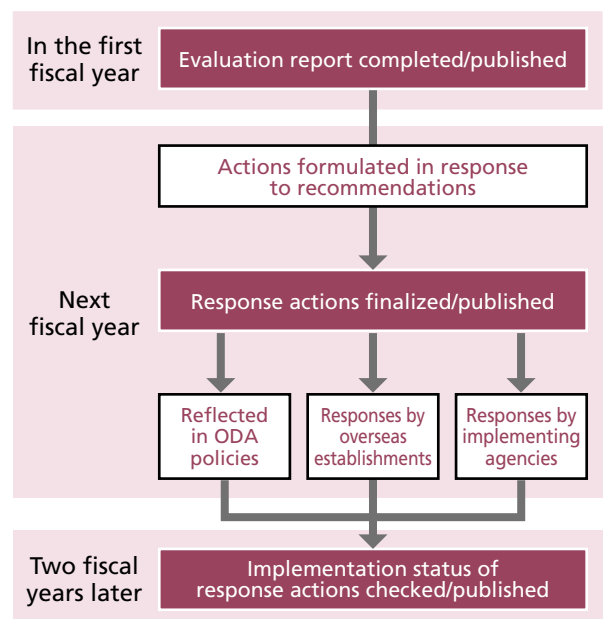
MOFA also assists partner countries in enhancing their evaluation capabilities.

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 improves 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.

Furthermore, since FY2021, the Non-Governmental Organizations Cooperation Division, International Cooperation Bureau of MOFA has been conducting third-party evaluations of individual projects implemented under Grant Assistance for Japanese NGO Projects. The evaluation reports are published on MOFA's website (in Japanese only).

► 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, Efficiency, Impact, 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? What advantages does Japan's ODA have 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 FY2022

A total of five third-party evaluations were conducted in FY2022, consisting of three evaluations of Japan's ODA to Lao People's Democratic Republic, Tajikistan, and Turkey, and two evaluations of individual grant aid projects implemented by MOFA, namely, the "Evaluation of Japan's Grant Aid for Economic and Social Development Programme to Cuba in JFY2016 and JFY2017." In addition, a third party was also commissioned to conduct a review of Japan's ODA evaluations from FY2015 to FY2021.

Evaluation from Development Viewpoints

Results of the Three Country Assistance Evaluations

- **Relevance of Policies:** The ODA policies for all countries were aligned with Japan's high-level policies and the development policies of the partner countries, as well as global priority issues. ODA projects were also implemented in a way that leveraged Japan's comparative advantages. Relevance of Policies was rated "highly satisfactory" for Laos and Turkey, and "satisfactory" for Tajikistan.
- **Effectiveness of Results:** The planned projects in each country were generally verified to be effective despite the impact of the COVID-19 pandemic. Effectiveness of Results was rated "highly satisfactory" for Laos and "satisfactory" for Turkey. However, it was rated "partially satisfactory" for Tajikistan as there were projects that did not produce the anticipated effects, partly due to the impact of external conditions, as well as projects whose effects had not been recorded in the report.
- **Appropriateness of Processes:** The policy formulation processes were executed appropriately for each country. Project implementation was adapted to the circumstances of each country, and efforts to enhance the effectiveness of assistance were observed through the selection and combination of appropriate assistance modalities, and cooperation with other development partners, Japanese companies, NGOs, and other parties. As a result, Appropriateness of Processes was rated as "satisfactory" for both Laos and Tajikistan. On the other hand, delays in the conclusion of technical cooperation agreements in Turkey meant that some projects could not be implemented. This in turn had an effect on ensuring the Relevance of Policies and Effectiveness of Results. Hence, Appropriateness of Processes for Turkey was rated as "partially satisfactory."

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 Lao People's Democratic Republic	Highly Satisfactory	Highly Satisfactory	Satisfactory
Evaluation of Japan's ODA to Tajikistan	Satisfactory	Partially Satisfactory	Satisfactory
Evaluation of Japan's ODA to Turkey	Highly Satisfactory	Satisfactory	Partially Satisfactory
Evaluation of Japan's Grant Aid for Economic and Social Development Programme to Cuba in JFY2016	Satisfactory	Satisfactory	
Evaluation of Japan's Grant Aid for Economic and Social Development Programme to Cuba in JFY2017	Satisfactory	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.

(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 the Proposal of Evaluation Methods carried out in FY2020, the Development and Diplomatic Viewpoints have been combined since FY2021, and verification items related to "Diplomatic Importance" are included in "Relevance of Plans," while those related to "Diplomatic Impact" are included in "Effectiveness of Results."

Results of the Two Evaluations of Individual Grant Aid Projects (waste collection vehicles and equipment to maintain urban green space, etc)

- **Relevance of Plans:** The plans were aligned with Havana's needs in the areas of waste management and disaster countermeasures, which are difficult for the city to address on its own. Moreover, assistance was provided in a timely manner, such as by coinciding with the 120th anniversary of Japanese immigration to Cuba and the 90th anniversary of the establishment of diplomatic relations between Japan and Cuba. Hence, Relevance of Plans was rated "satisfactory" in both evaluations.
- **Effectiveness of Results:** Similarly, it was verified that projects were fully utilized, as seen, for example, through the volume of waste collected and the removal of fallen trees resulting from natural disasters. Hence, Effectiveness of Results was rated "satisfactory" in both evaluations.

► Evaluation from Diplomatic Viewpoints

In the country assistance evaluations conducted in FY2022, the **Diplomatic Importance** of the ODA was confirmed. For example, each of the partner countries holds an important geopolitical role in their respective regions, and Japan's contribution to their economic and social development through ODA in turn promotes the stability and prosperity of those countries and regions. Moreover, a certain degree of **Diplomatic Impact** was also confirmed in the form of contributions to enhancing Japan's presence in the international community and the pump priming effect in the economic arena, in addition to deepening understanding of and interest in Japan through human resource development and other efforts, increasing the number of people with a great affinity toward or knowledge of Japan, and maintaining and developing friendly relations.

► Recommendations and Lessons Learned

The five ODA evaluations conducted in FY2022 make recommendations based on their respective individual circumstances. Of those recommendations, the following are common to multiple evaluations or applicable to other cases.

Recommendations Common to Multiple Evaluations

● Further Strengthening of Publicity Activities

As repeatedly recommended in past ODA evaluations, these evaluations also pointed to the need to strengthen publicity activities, which contribute to communication and dissemination of information in Laos and Turkey and to the international community, in order to leverage ODA outcomes as Japan's diplomatic power.

● Continued Utilization of Japan's Comparative Advantages

In addition to the implementation of ODA projects that utilize Japan's comparative advantages such as disaster risk reduction cooperation in Turkey and trust built up through previous assistance in Laos, the utilization of effective and efficient ODA through various creative efforts was also highly appraised, such as the combination of grant aid and technical cooperation in Tajikistan, for which ODA budget and assistance modalities are limited. The evaluators recommended continuing with such initiatives.

● Expansion and Promotion of Triangular Cooperation^{Note} Programs

For Turkey, the evaluators recommended expanding and promoting triangular cooperation programs by strengthening cooperation with the Turkish Cooperation and Coordination Agency and Turkish governmental organizations. For Cuba, they recommended drawing lessons from the experiences of neighboring countries where JICA had implemented assistance projects ahead of Cuba, in order to resolve development issues in ways that are more realistic.

Note Effectively utilizing the resources and knowhow that the donor country and partner country have, and working in cooperation to support third countries.

Recommendations with Possible Applicability to Other Cases

● Strengthening Monitoring Efforts in Grant Aid Projects through International Organizations

In the evaluation of Japan's ODA to Tajikistan, it was pointed out that outcomes could not be verified due to a lack of submission of reports for Grant Aid Projects through International Organizations, or ambiguous records in these reports. In view of that, the evaluators recommended the timely submission of reports and improving the management system, as well as standardizing the contents of records. This will facilitate project monitoring and make it easier to compare similar projects.

▶ Review of Japan's ODA Evaluations from FY2015 to FY2021

An analysis was carried out on the ODA evaluations (third-party evaluations) as the main subjects with reference to the major items set out in the Development Cooperation Charter decided by the Cabinet in 2015, and a review was conducted to check for consistency with the Charter, achievement status, and other elements, as well as to come up with recommendations such as future ODA policies and matters that should be considered in the implementation of ODA, and perspectives that should be incorporated into the new Development Cooperation Charter, among others.

- **Recommendations Related to the Development Cooperation Charter:** Recommendations included clarification of the strategic aspects of cooperation, strengthening coherence and focus in the structure and content of the Charter, and efforts on the items among the "implementation principles" and "implementation arrangements" that continue to be considered important (in particular, in relation to assistance involving military personnel).
- **Recommendations Related to Development Cooperation Policies and Their Implementation:** Recommendations included reinforcing the strategic aspects in the implementation of development cooperation, strengthening implementation arrangements (cooperation with other actors, monitoring and evaluation, publicity), and establishing outcome indicators (clarification of strategies and priorities, means of communicating to the public in an easy-to-understand manner).
- **Recommendations Related to ODA Evaluation Methodology:** Recommendations included strengthening the link between ODA evaluations at the policy level and the Development Cooperation Charter, and clearly describing the processes that lead to the evaluation results.

Column

Toward Improving ODA Evaluations Based on the New Development Cooperation Charter

The Development Cooperation Charter articulates the basic policy of Japan's development cooperation. Considering that the circumstances have changed significantly since the time of its formulation in 2015, it was decided that the Charter would be revised for a more effective and strategic implementation of development cooperation. The revised [Development Cooperation Charter](#) was approved by the Cabinet and published in June 2023, after a drafting process that included Advisory Panel meetings, public hearing meetings with NGOs and economic organizations, and a public comment procedure.

As mentioned on page 19 of this Annual Report, a "Review of Japan's ODA Evaluations from FY 2015 to FY 2021" was conducted in FY2022 ahead of the revision of the Development Cooperation Charter. This review focused mainly on ODA evaluations (third-party evaluations) and involved an analysis with reference to the main items in the Development Cooperation Charter (2015), as well as verification of consistency with the Charter and the status of achievement. The review produced recommendations on the revision of the Charter, recommendations on Japan's development cooperation policy and its implementation, along with recommendations on the ODA evaluation methodologies.

Based on these recommendations, the [ODA Evaluation Handbook](#), which contains information about the flow and procedures of ODA evaluations conducted by the ODA Evaluation Division, Minister's Secretariat of MOFA, is to be revised. The following are the key points of this revision.

1. Policy Level Evaluation (Country/Regional Assistance Evaluation, Thematic/Cooperation Modality Evaluation)

(1) Relevance of Policies

With regard to "Relevance of Policies," which is one of the evaluation criteria, it will be clearly stated that evaluations aim to verify if programs have been implemented in line not only with the Country Development Cooperation Policy and the SDGs, but also with the priority policies set out in the Development Cooperation Charter, and whether strategic consistency has been maintained. In addition to consistency with Japan's high-level policies, new examples of verification items are added to check if development cooperation policies have been prioritized as necessary with reference to the high-level policies.

(2) Effectiveness of Results

The review also pointed out that previous ODA evaluations by MOFA did not adequately verify the status of achievement from the viewpoints of the Development Cooperation Charter. In view of this, the impact of development cooperation policies and their contribution to the priority policies set out in the Development Cooperation Charter will be verified, as far as possible, under the evaluation of "Effectiveness of Results." Furthermore, examples of verification items on "impacts on different beneficiary groups (inclusiveness)" and "environmental sustainability" will also be added, in view of the importance of "quality growth" as a priority policy in the Charter, to verify more appropriately the OECD-DAC evaluation criteria of "Effectiveness" and "Sustainability".

(3) Appropriateness of Processes

The revised Development Cooperation Charter sets out three approaches for effective and strategic development cooperation: solidarity to realize co-creation with various actors, further enhancement of strategic approaches including strengthening consistency between policies and implementation, and a fine-tuned system design of ODA that includes constant improvement. In view of this, under the verification of "Appropriateness of Processes," examples of verification items will be newly added in relation to development agenda setting by utilizing Japan's experience and knowledge, the formation and utilization of development platforms, effective cooperation and solidarity with various actors, and processes to enhance development effects by combining bilateral cooperation with cooperation through international organizations and NGOs. At the same time, the Handbook also clearly sets out the inclusion of various development cooperation partners, including NGOs, as the subject of interviews undertaken for ODA evaluations.

Furthermore, the "Appropriateness of Processes" will be verified, as far as possible, in view of the implementation principles that are highly relevant to the subjects of evaluation among the "Implementation Principles for Ensuring the Appropriateness of Development Cooperation" in the Charter.

2. Project-Level Evaluation

In project-level evaluation, consistency with the Development Cooperation Charter will also be added to the evaluation questions in the verification of "Relevance of Plans." Furthermore, as "Appropriateness of Processes" is included in the relevant evaluation questions of the two evaluation criteria "Relevance of Plans" and "Effectiveness of Results" for project-level evaluation, concrete verification items will be added to ensure that verification based on these evaluation criteria is conducted in light of the implementation principles set out in the Development Cooperation Charter.

Apart from this, we will also consider the priority policies set out in the Development Cooperation Charter when selecting subjects to be evaluated under policy-level evaluation.

In addition to updating the ODA evaluation methodologies based on the revised Development Cooperation Charter through these revisions, we will continue to strive for the continuous improvement of ODA evaluations in order to make improvements in ODA management and ensure accountability to the citizens, as part of the PDCA cycle of policymaking, implementation, evaluation, and improvement for development cooperation.

FY2022 MOFA ODA Evaluation Results

The following are summaries of three country assistance evaluations and two individual MOFA grant aid project evaluations conducted in FY2022, as well as a review of past ODA evaluations.

Evaluation of Japan's ODA to Lao People's Democratic Republic [Link to the full report](#)

Chief Evaluator	HIRONO Ryokichi Professor Emeritus, Seikei University
Advisor	MINATO Naonobu Visiting Fellow, Institute for International Monetary Affairs
Consultant	International Development Center of Japan, Inc.
Evaluation Period	FY2017 to FY2021
Period of the Evaluation Study	May 2022 to February 2023
Field Survey Country	Laos

Background, Objectives, and Scope of the Evaluation

Laos, located in the center of the Indochina Peninsula, is an important country in the Mekong region. Its stability and development are directly linked to the prosperity of the Mekong region and to the Association of Southeast Asian Nations (ASEAN) as a whole. Laos has achieved steady economic development by strengthening its economic power through the import and export of mineral resources and electricity from hydropower. However, many issues related to social and economic development remain unresolved.

Based on a review of Japan's aid policies and assistance to Laos in recent years, this evaluation aims to obtain recommendations and lessons learned for the formulation and implementation of the Country Development Cooperation Policy for Laos, which is scheduled for FY2024, and fulfill accountability to the public through the publication of the evaluation results.

Summary of Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

Japan's aid policy for Laos is consistent with Laos's development policies and needs, Japan's high-level policies, and international priorities. It was also confirmed that major donors, including Japan, have formulated their assistance policies in line with the National Socio-Economic Development Plan (NSED) of the Government of Laos and are partners in working together to achieve the country's national goal of exiting the Least Developed Country (LDC) status. Furthermore, Japan's aid policy for Laos reflects its comparative advantage

by combining various aid modalities and planning a wide range of activities from soft to hard infrastructure, from the policy formulation level to the community level and by creating support that makes use of the experience and know-how Japan has accumulated through providing long-term support in a variety of sectors. Based on these factors, it was determined that the Relevance of Policies in Japan's aid policy for Laos was "Highly Satisfactory."

(Evaluation Result: Highly Satisfactory)

(2) Effectiveness of Results

It can be evaluated that the inputs and activities of each project planned in line with the Country Development Cooperation Policy for Laos have generated goods and services generally as initially planned. Secondly, regarding the extent to which "development issues (sub-targets)" were achieved through Japan's inputs and the extent to which they contributed to the achievement of "priority areas (medium-term targets)," it can be evaluated that significant achievements were made. In particular, we can evaluate that significant direct contributions were made in the areas of strengthening governance (mainly in the legal capacity development support), transportation and transport networks, electricity supply, basic education, urban environmental improvement (waste management), and health and medical services. It was also confirmed that relevant projects were highly appreciated by Laos government officials. Through these activities, the projects have contributed to the achievement of the four medium-term targets set forth in the Country Development Cooperation Policy for Laos. Finally, in terms of the "final outcome" (at the level of major goals), Japan has contributed to some extent to the major objective of "developing economic and social infrastructure aimed at

exiting the LDCs category.”

The following points should be noted. Although the future economic effects of the development of the transportation network (Laos-China Railway and Vientiane-Bauten Expressway (under construction)) by China, which is considered the largest donor, are expected to be significant, the effects are still limited at the time of the evaluation due to the movement restrictions caused by the COVID-19 pandemic. The Laotian side suggested that Japan should maximize synergies with such Chinese assistance in the future by providing assistance for human resource development, social infrastructure improvement, and promotion of private investment. On the other hand, the rapid increase in external debt due to borrowing from the Chinese government has become a major issue.

(Evaluation Result: Highly Satisfactory)

(3) Appropriateness of Processes

Japan's aid policies for Laos were appropriately formulated in line with established procedures, fully reflecting the development needs of Laos. In terms of implementation, the Embassy of Japan in Laos and the JICA Laos Office have various structures in place to respond to various sectors, and close communication between the two countries and development partners has been promoted through policy dialogue, round table processes, and sector working group meetings. In addition, it was confirmed that efforts are being made to increase aid effectiveness by combining various modalities, including technical cooperation, grant aid, and ODA loans as well as volunteer programs. During the COVID-19 pandemic, flexible measures were taken, such as establishing an online environment, securing means of communication with counterparts in Laos, and utilizing local staff, and monitoring of each project was continued. Furthermore, in addition to coordination with other donors and aid agencies, cooperation with various aid actors, including private companies and NGOs, was confirmed in a wide range of areas. The above indicates that the process is appropriately implemented to ensure the relevance of the policies and effectiveness of the results. On the other hand, as pointed out in the evaluation from diplomatic viewpoints, public relations activities to inform the international community about the effective results of Japan's ODA are limited, and there is room for improvement in order to utilize the results of ODA for diplomatic power.

(Evaluation Result: Satisfactory)

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

● Diplomatic Viewpoints

(1) Diplomatic Importance

It can be said that Japan's ODA to Laos is important from the following perspectives; (a) Laos is an important country in the connectivity of the Mekong region because it is located in the center of the region; (b) At international meetings, Laos often supports Japan's position and candidates in elections and votes; (c) Since Laos has friendly relations with many

bordering countries such as Vietnam and China, Laos may play an important role in the international community and the ASEAN region. In addition, Japan's assistance to Laos is consistent with the "Free and Open Indo-Pacific" (FOIP), which is positioned as one of Japan's current foreign policies, and various action plans have been formulated and agreed upon. Furthermore, following Japan's philosophy of the "Rule of Law," Laos has developed laws and institutions with Japan's assistance.

(2) Diplomatic Impact

The impact on Japanese diplomacy in the international community includes (a) impacts of gaining support for Japan in the international community, (b) impacts of countering the influences of China and Russia on international affairs, (c) impacts of promoting universal values and rules that Japan aims for, and (d) impacts in contributing to the evolution and development of relations among ASEAN member countries. As for the impacts on bilateral relations between Japan and Laos, the following can be pointed out: (a) the expansion of pro-Japanese groups and experts on Japan and the increase in the number of Laotians visiting Japan, (b) support for Japan in times of crisis (e.g., in times of emergency disasters), (c) impacts on economic relations (priming effect), and (d) public relations (from Laos to the international community) to generate impacts.

Recommendations Based on Evaluation Results

- (1) Strengthen Public Relations to Leverage the Results of Japan's ODA Projects as Diplomatic Power
- (2) Strengthen Intellectual Support for Fiscal Stability
- (3) Rather than Competing with Chinese Aid, Strategically Pursue Substantial Synergies by Strengthening Industrial and Educational Support



The Second Friendship Bridge, a 1,600-meter international bridge, connects Laos and Thailand on the Mekong River and contributes to the smooth transportation of people and goods, as well as economic development in the areas around the East-West Economic Corridor.

Evaluation of Japan's ODA to Tajikistan [Link to the full report](#)

Chief Evaluator	SATO Hiroshi Chief Senior Researcher, Research Operations Department, Institute of Developing Economies, Japan External Trade Organization (JETRO)
Advisor	TSUKADA Shunso Visiting Professor, College of Asia Pacific Studies, Ritsumeikan Asia Pacific University
Consultant	Asia Engineering Consultant Co., Ltd.
Evaluation Period	FY2017 to FY2021
Period of the Evaluation Study	May 2022 to February 2023
Field Survey Country	Tajikistan

Background, Objectives, and Scope of the Evaluation

Tajikistan is a geopolitically important country since it borders China, Afghanistan, Uzbekistan, and Kyrgyzstan, and is located halfway between east and west connecting Europe and China, and halfway between north and south connecting Russia and Pakistan. The stable growth and development of Tajikistan is not only conducive to regional stability and prosperity, but is also important for world peace and development. The main objectives of this Evaluation are to assess Japan's ODA Policy toward Tajikistan for the past five years (FY2017 to FY2021), to obtain recommendations and lessons learned for the formulation and implementation of future ODA Policy toward Tajikistan, and to fulfill accountability to the public by disclosing the evaluation results.

Summary of Evaluation Results

Japan's ODA to Tajikistan has been efficiently utilized, as efforts have been made to maximize results through various innovations, such as addressing development issues by combining grant aid and technical cooperation, despite the limited ODA budget and available assistance schemes.

● Development Viewpoints

(1) Relevance of Policies

High relevance was confirmed for almost all verification items, indicating a high level of relevance with policy. (Evaluation Result: Satisfactory)

(2) Effectiveness of Results

Outputs can be seen for most of the projects with confirmed completion, however in some projects in the transport and health sectors, outcomes did not appear as expected. In addition, for the Grant Aid Projects through International Organizations, there were cases where outputs could not be confirmed or outcomes were not described in the reports, therefore the effectiveness of some of the results remains an issue.

(Evaluation Result: Partially Satisfactory)

(3) Appropriateness of Processes

Appropriate aid policies were formulated in the policy formulation process. In terms of the aid implementation process, there is room for improvement in monitoring through reports on Grant Aid Projects through International Organizations. In Tajikistan, inter-donor communication is conducted on a regular basis, and Japan is active in this area. The slow decision-making and approval process of the Government of Tajikistan is affecting project formation and implementation, however preliminary steps are being taken by the Embassy of Japan in Tajikistan and JICA Tajikistan Office. Therefore, the appropriateness of the aid implementation process is high. (Evaluation Result: Satisfactory)

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

● Diplomatic Viewpoints

(1) Diplomatic Importance

A. Significance and Importance of Supporting Tajikistan

Although Tajikistan has little direct interaction with Japan, its stabilization will contribute to world peace and security in the Central Asian region and, by extension, Japan, since Tajikistan borders Afghanistan, a destabilizing factor in the security of the international community. While Central Asia is hugely affected by Russia's recent invasion of Ukraine, the political and economic stability of Tajikistan, which is seeking its own foreign policy, is important from the perspective of security in Asia and Eurasia. Therefore, it is diplomatically important for Japan, which aspires to a "free and open Central Asia," to promote political, economic, and social stability in Tajikistan through Japanese ODA.

B. Importance of ODA to Tajikistan in Strengthening Bilateral Relations

Through the implementation of projects especially for Grant Assistance for Grassroots Human Security Projects (GGP), awareness of Japanese ODA in Tajikistan is high and the impression of Japanese assistance is good. In addition, ODA has become an important tool in strengthening bilateral relations between Japan and Tajikistan, as President Rahmon expressed his gratitude for the Japanese assistance provided within the framework of ODA in a joint statement signed during his visit to Japan in 2018.

(2) Diplomatic Impact

A. Contribution to Peace and Security in the World Including Japan

Through the implementation of Grant Aid Projects through the United Nations Development Programme (UNDP) and the United Nations Office on Drugs and Crime (UNODC), drug trafficking on the Afghanistan-Tajikistan border has been intercepted, contributing to peace and stability in Tajikistan and neighboring countries, which in turn has contributed to the peace and stability of Japan.

B. Contribution to Maintain Good Relations between Japan and Tajikistan

It is expected that good relations between Japan and Tajikistan will be maintained as young administrative officers who participated in the grant aid "Project for Human Resource Development Scholarship (JDS)" will play a central role in nation-building and become bridges between the two countries. Some JDS graduates are promoted as advisors in the Presidential Office, the center of national politics, and to the Minister of Labor, Migration and Employment.

C. Contribution to Strengthening Japan's Presence in the International Community

Japan has expressed its support for Tajikistan's water sector and to work with Tajikistan at international conferences for the water sector hosted by Tajikistan, which is expected to strengthen Japan's presence in the international community.

Recommendations and Lessons Learned, Based on the Evaluation Results

Recommendations

(1) Strengthen Monitoring of Grant Aid Projects through International Organizations

The Embassy of Japan in Tajikistan, JICA Tajikistan Office, and responsible Japanese departments, which are in a position to verify the International Organizations' monitoring of Grant Aid Projects through International Organizations, are recommended to improve the timely receipt and management framework of reports. There are many Grant Aid Projects through International Organizations in Tajikistan, and the implementing agencies are diverse. As a donor, Japan should standardize the minimum required contents to be included in the report through discussions with implementing agencies. Clarification of the reporting contents will not only facilitate monitoring of projects, but also enables objective comparisons with similar projects. Therefore, it is recommended to improve the content of the reports submitted from Grant Aid Projects through International Organizations.

(2) Complementarity between Japanese Projects and Health System Reform in the Health Sector

The Embassy of Japan in Tajikistan and the JICA Tajikistan Office are recommended to coordinate with the Ministry of Health and Social Protection of the Population of Tajikistan and other donors to always confirm the position of Japan's assistance, support and approaches for referral system, within the health system reform in Tajikistan from the complementarity perspective.

Lessons Learned

The following lessons were learned and positioned as items that can be applied in providing assistance to other countries.

- (1) Combination of Different Aid Schemes
- (2) Strategies for Utilizing Grant Aid Projects through International Organizations
- (3) Replicability of the Pilot Project
- (4) Introduction of Infrastructure that Matches the Capacity of the Partner Country



At Kushoniyon Central District Hospital in Khatlon Region

Evaluation of Japan's ODA to Turkey [Link to the full report](#)

Chief Evaluator	HAYASHI Kaoru Professor, Faculty of International Studies, Bunkyo University
Advisor	HAZAMA Yasushi Senior Researcher, Institute of Developing Economies, Japan External Trade Organization
Consultant	Foundation for Advanced Studies on International Development
Evaluation Period	FY2017 to FY2021
Period of the Evaluation Study	April 2022 to February 2023
Field Survey Country	Turkey

Background, Objectives, and Scope of the Evaluation

Situated at the crossroads between Asia, the Middle East, and Europe, Turkey has significant geopolitical importance as an outstanding country that holds the key to peace, stability, and welfare in the region. On the other hand, in line with its economic growth, Turkey is facing issues such as the improvement of city life, easing economic disparities between regions, and dealing with high inflation, making sustainable economic growth a challenge.

The objective of this Evaluation was to review Japan's Official Development Assistance (ODA) policies and implementation over the past five years (FY2017-2021), and to produce recommendations and lessons learned for policy planning and implementation of future Japanese assistance to Turkey. The objective was also to fulfill accountability to the public by publishing the evaluation results.

Summary of Evaluation Results

● Development Viewpoints

(1) Relevance of Policies

Japan's assistance policy for Turkey is highly consistent with Turkish development policy and needs, and conforms to the Development Cooperation Charter (2015) and international priority issues. Furthermore, it is in harmony with the assistance policies stated by the major donors to Turkey, the EU, and the World Bank. Also, in the field of disaster risk reduction, Japan is achieving results by providing assistance that utilizes the comparative advantages of Japan.

In view of the above, the Relevance of Policy is Highly Satisfactory.

(Evaluation Result: Highly Satisfactory)

(2) Effectiveness of Results

As stated later in Appropriateness of Processes, due to the impact of negotiations toward the conclusion of the Agreement on Technical Cooperation, some of the planned projects were not implemented during the evaluation period. Therefore, inputs from the realization of policy targets went partly unfulfilled, but these points were included in the evaluation of Appropriateness of Processes, and the evaluation of the Effectiveness of Results included only the results of projects that were implemented.

With regard to a Priority Area "Building a strong social infrastructure to support the economy" and "Supporting Turkey's Syrian refugee policies," outputs/outcomes were confirmed, with particularly large impacts in the field of water supply and sanitation. In the field of disaster risk reduction, based on many years of cooperation between Japan and Turkey, there have been independent developments on the Turkish side even after the end of the cooperation, and remarkable ripple effects have been generated. Furthermore, in cooperation with the Turkish Cooperation and Coordination Agency (TIKA) and other government agencies that have implemented technical cooperation projects in the past, third country training programs were conducted to deepen the partnership as development partners. Regarding the Priority Area "Strengthening cooperation with the private sector," there were only limited effects due to inconsistencies with needs and the impact of COVID-19, etc., but some projects promoted people-to-people connections between the two countries and the recovery of business networks that can be expected to produce other developments in the future.

In view of the above, the effectiveness of results is deemed to be Satisfactory.

(Evaluation Result: Satisfactory)

(3) Appropriateness of Processes

In the process of formulating the Country Development Cooperation Policy for Turkey, the draft was produced and approved following communication with Japanese government agencies, the Government of Turkey and implementing agencies. Measures with regard to extensions for delayed ODA loan projects were also discussed. For policy implementation, it was confirmed that there was diverse cooperation with Japanese officials in the field of disaster risk reduction. In terms of assistance for Small and Medium Enterprises (SMEs), effects were produced through cooperation with multilateral donors.

On the other hand, in order to conclude the Agreement on Technical Cooperation, officials on the Japanese side put in a great effort, but there were delays to negotiations and procedures between Japan and Turkey, and time was needed for approval processes on the Turkish side. During that time, it was found that the implementation of some Technical Cooperation Projects was delayed, and results that were needed in order to achieve the targets were not produced. This had an effect on policy relevance and the effectiveness of results. Also, many

officials from both Japan and Turkey brought up the opinion about the need to further promote PR activities.

Based on the above, the Appropriateness of Processes is Partially Satisfactory.

(Evaluation Result: Partially Satisfactory)

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

● Diplomatic Viewpoints

(1) Diplomatic Importance

Turkey is a geopolitically important regional power, and, in addition to its important role in regional security as a NATO member nation, it is actively developing multilateral diplomacy with Europe, the U.S., Russia, the Middle East, Asia, and Africa. Maintaining a close relationship with Turkey is important to Japanese diplomatic strategy.

(2) Diplomatic Impact

Development cooperation for Turkey contributed to a positive feeling about Japan and strengthened the bilateral relationship. Japan's presence is being felt through, for example, the urban and regional water and sewerage system provision projects, and assistance to communities that have accepted Syrian refugees. Participants in JICA training in Japan have continued to be active, especially in the field of education for disaster risk reduction. The understanding and interest in Japan seem to be increasing thanks to them.

Recommendations Based on Evaluation Results

(1) Continue Cooperation in Connection with Disaster Risk Reduction

Japan should continue to provide cooperation that demonstrates its comparative advantages in the sector of disaster risk reduction.

(2) Strengthen Cooperation in Connection with Climate Change Countermeasures

Cooperation should be promoted in connection with climate change countermeasures while selecting areas where Japan can demonstrate its comparative advantage.

(3) Promote People-to-People Exchanges (training in Japan)

Increasing the opportunity for people-to-people exchanges will contribute to the maintenance of long-term positive relationships and should therefore be promoted.

(4) Expand and Promote Triangular Cooperation Programs with Turkey

Triangular cooperation programs should be further expanded and promoted by means of cooperation with Turkey, including cooperation with TIKA and other Turkish Government agencies.

(5) Strengthen PR Activities in Turkey

Although various public relations activities such as social media, site tours to local press agents, etc., have been undertaken, these tools should be used more efficiently and effectively in order to enhance PR activities.

(6) Reconsider Revising Schedule of the Development Cooperation Policy

It is desirable that the Country Development Cooperation Policy for Turkey is revised after the announcement of the 12th Development Plan of Turkey.

(7) Examine Methods of Enhancing Expertise in the JICA Turkey Office

It is desirable to examine methods to further enhance the expertise of the JICA Turkey office in order to maintain smooth communications.



Tsunami disaster prevention video at the Bursa Disaster Training Centre, which was made in the Project of Earthquake and Tsunami Disaster Mitigation in the Marmara Region and Disaster Education in Turkey.

Evaluation of “Japan’s Grant Aid for Economic and Social Development Programme to Cuba in JFY 2016”

[Link to the full report](#)

Chief Evaluator	KATSUMA Yasushi Professor, Graduate School of Asia-Pacific Studies, Waseda University
Consultant	Global Group 21 Japan, Inc.
Period of the Evaluation Study	June 2022 to January 2023
Field Survey Country	Cuba

Background, Objectives, and Scope of the Evaluation

The main purpose of this study was to conduct a project-level evaluation of “Grant Aid for Economic and Social Development Programme for Cuba in JFY 2016” (grant amount: 1.05 billion yen) implemented by MOFA, and to derive recommendations and lessons learned for the planning and implementation of future ODA from the evaluation results, as well as to ensure accountability to the public. The Project under evaluation was implemented to maintain and improve the waste collection capacity in Havana City by providing Japanese waste collection equipment (100 garbage compactors, spare parts and maintenance equipment), thereby contributing to economic and social development through improving the sanitation environment in the country, and supporting the overseas expansion of Japanese companies.

Summary of Evaluation Results

(1) Relevance of the Plan

This project was highly consistent with the waste management needs of Havana City, and is in line with Japan’s economic cooperation policy toward Cuba, which emphasizes the environmental protection sectors. The Project was highly significant in helping Cuba return to the international community by providing assistance to improve the country’s balance of international payments situations, and was timely in that it coincided with the 120th anniversary of Japanese immigration to Cuba and the 90th anniversary of the establishment of diplomatic relations between Japan and Cuba. The implementation structure of this project was consistent with the standard implementation structure and workflow of MOFA’s Grant Aid for Economic and Social Development Programme. JICA’s experience in technical cooperation was utilized in determining equipment specifications and planning spare parts. Training, the provision of Spanish manuals, the deployment of maintenance equipment, and the supply of a larger-than-usual number of spare parts ensured that the capacity and systems were in place to properly operate, maintain, and manage the garbage compactors. It took eight months before the agent agreement was signed, but other than that, the project was properly executed according to the standard flow.

(Evaluation Result: Satisfactory)

(2) Effectiveness of Results

Due to price reductions achieved through competitive bidding, a greater number of garbage compactors than planned were provided, and these vehicles are being used for waste collection and transportation in Havana City. Although some vehicles were temporarily out of service due to a shortage of tires etc., and some vehicles remain out of service due to a lack of spare parts, the amount of waste collected by the garbage compactors has increased dramatically, and the project is showing positive effects on waste collection and sanitation in Havana City. The diplomatic effects of the project are very pronounced, as it was implemented in conjunction with the 500th anniversary of the Havana City Government, and is widely recognized by citizens as garbage compactors with the Japanese flag painted on them drive around the city on a daily basis. Due to the difficult business environment in Cuba, the contribution to support for overseas expansion of Japanese companies is not evident. Although the response to the U.S. policy toward Cuba affected the procurement schedule, it was properly implemented in accordance with the standard implementation structure and workflow. Follow-up is being conducted appropriately.

(Evaluation Result: Satisfactory)

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

Recommendations and Lessons Learned, Based on the Evaluation Results

Recommendations

(1) Continuous Operation of Equipment through Procurement of Spare Parts

The lack of spare parts is hindering the continued effectiveness of this project. Since there are significant constraints on the procurement of spare parts by the Cuban government, when the Japanese government implements a new Grant Aid for Economic and Social Development Programme for Cuba, it should consider including spare parts required for the equipment procured under this project in its contents to promote the continued effectiveness of the project.

(2) Study of Waste Reduction and Securing a New Final Disposal Site Based on the Experience of Neighboring Countries

Securing a new disposal site is an urgent issue for Havana City. As Cuba considers practical solutions, it is highly significant to learn from the various efforts of neighboring countries and form networks with similar organizations and experts. JICA, which has expertise in technical cooperation in neighboring countries and is emphasizing cooperation in urban waste management in Cuba, could take the lead in holding regional workshops on urban waste management, etc., and Cuba could learn from the experiences of neighboring countries through triangular cooperation and other means.

(3) Consideration of Assistance to Help Improve the Situation Surrounding Cuba's Balance of International Payments

From the perspective of Japan's national interest, it is important for Cuba to repay its debts in order to encourage Cuba's return to the international community. To this end, it is necessary to improve the situation surrounding the balance of international payments in Cuba. In the short term, food aid such as rice should be provided, while in the medium term, as in this case, assistance could include the provision of equipment that is essential for improving the lives of Cuban citizens but cannot be purchased from overseas due to economic sanctions and a lack of foreign currency. It will be important to provide balanced assistance from both short- and medium-term perspectives.

Lessons Learned

(1) Grant Aid Aimed at Synergistic Effects with Continuous Technical Cooperation

The project benefited from advanced, continuous technical cooperation by JICA provided to the same implementing agency, which led to the accumulation of useful information

and experience, a relationship of trust with the implementing agency, and an understanding of Japan's assistance on the part of the implementing agency. By utilizing such information and a good relationship at the planning and implementation stages, the project was implemented smoothly and its effect was enhanced. In considering grant aid projects, there should preferably be collaboration with advanced technical cooperation with the same implementing agency, in order to achieve synergistic effects.

(2) Identifying the Need for Spare Parts

If it is difficult to procure spare parts in a timely manner due to the circumstances of the partner government, it is possible to procure spare parts generously at the same time as the provision of the equipment, as was done in this case. Also, there are cases where it is difficult to procure spare parts in a timely manner because the wear and tear of spare parts may be more severe than usual depending on the degree of operation of the equipment and the operating environment. In such cases, it is necessary to procure as many spare parts as possible at the same time as provision of the equipment, after fully understanding the situation and making a realistic estimation of the wear rate of spare parts.

(3) Diplomatic Spillover Effects from Essential Assistance in Daily Life

The garbage compactor of this project, with the Japanese flag painted on its prominent orange body, drives around Havana City on a daily basis. The assistance, which coincided with the 500th anniversary of the Havana City Government, was covered by television, radio, and newspapers. The fact that Japan provided assistance in the form of important equipment essential to the daily lives of citizens is widely known and highly appreciated by Havana citizens. Therefore, in order to achieve a large diplomatic ripple effect in grant aid, it is important to provide assistance for equipment that is indispensable for daily life and often seen by residents.



Garbage compactor

Evaluation of “Japan’s Grant Aid for Economic and Social Development Programme to Cuba in JFY 2017”

[Link to the full report](#)

Chief Evaluator	KATSUMA Yasushi Professor, Graduate School of Asia-Pacific Studies, Waseda University
Consultant	Global Group 21 Japan, Inc.
Period of the Evaluation Study	June 2022 to January 2023
Field Survey Country	Cuba

Background, Objectives, and Scope of the Evaluation

The main purpose of this study was to conduct a project-level evaluation of the “Grant Aid for Economic and Social Development Programme to Cuba in JFY 2017” (grant amount: 1.05 billion yen) implemented by MOFA, and to derive recommendations and lessons learned for the planning and implementation of future ODA from the evaluation results, as well as to ensure accountability to the public. The project under evaluation was implemented by providing equipment to maintain the urban green space such as streets and parks, and in conjunction with the garbage compactors and other equipment provided in the JFY 2016 project, to further strengthen the waste collection and transportation capacity of Havana City, to support reconstruction and recovery from the devastating hurricane damage, and to improve the country’s disaster preparedness capacity.

Summary of Evaluation Results

(1) Relevance of the Plan

The provision of various equipment planned for this project was highly consistent with Havana City’s needs for waste management, urban green space management, and disaster response. The assistance was highly significant in helping Cuba return to the international community by providing assistance to improve the country’s balance of international payments situation, and was timely in that it coincided with the 120th anniversary of Japanese immigration to Cuba and the 90th anniversary of the establishment of diplomatic relations between Japan and Cuba. The implementation structure of this project was consistent with the standard implementation structure and workflow of MOFA’s Grant Aid for Economic and Social Development Programme. The experience of JICA’s technical cooperation was utilized in determining equipment specifications and planning spare parts. Training, the provision of Spanish manuals, the deployment of maintenance equipment, and the supply of a larger-than-usual number of spare parts ensured that the capacity and systems were in place to properly operate, maintain, and manage the equipment. The planning process for this project was properly executed according to the standard flow.
(Evaluation Result: Satisfactory)

(2) Effectiveness of Results

The equipment provided for this project is being used for waste management, urban green space management, and disaster response in Havana City. The removal of trash and debris from the city’s streets has progressed, and the project is showing positive effects on waste management. Tree management, including preventive cutting, has been streamlined, and the project equipment has been fully utilized to remove fallen trees and disaster waste after the passage of hurricanes, showing the project’s effect on disaster countermeasures. Diplomatic ripple effects were high at the local government level, as the project was implemented in conjunction with the 500th anniversary of the Havana City Government. The project was properly implemented and smoothly executed in accordance with the standard implementation structure and workflow. Good communication and coordination have been maintained between the implementing agency (Havana City Provincial Direction of Communal Services: Dirección Provincial de Servicios Comunes, DPSC) and the Japanese side, including JICA in addition to the Japan International Cooperation System (JICS) and the Embassy of Japan in Cuba, and follow-up is being conducted appropriately.
(Evaluation Result: Satisfactory)

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

Recommendations and Lessons Learned, Based on the Evaluation Results

Recommendations

(1) Continuous Operation of Equipment through Procurement of Spare Parts

The lack of spare parts for some of the equipment provided under this project has hindered the continued effectiveness of the project. Since there are significant constraints on the procurement of spare parts by the Cuban government, if the Japanese government implements a new Grant Aid for Economic and Social Development Programme for Cuba, it should consider including the spare parts required for the equipment procured under this project in its contents to promote the continued effectiveness of the project.

(2) Study of Waste Reduction and Securing a New Final Disposal Site Based on the Experience of Neighboring Countries

Securing a new disposal site is an urgent issue for Havana City. As Cuba considers practical solutions, it is highly significant to learn from the various efforts of neighboring countries and form a network with similar organizations and experts. JICA, which has expertise in technical cooperation in neighboring countries and is emphasizing cooperation in urban waste management in Cuba, could take the lead in holding regional workshops on urban waste management, and Cuba could learn from the experiences of neighboring countries through triangular cooperation and other means.

(3) Consideration of Assistance to Help Improve the Situation Surrounding Cuba's Balance of International Payments

From the perspective of Japan's national interest, it is important for Cuba to repay its debt in order to encourage Cuba's return to the international community. To this end, it is necessary to improve the situation surrounding the balance of international payments in Cuba. In the short term, food aid such as rice should be provided, while in the medium term, as in this case, assistance could include the provision of equipment that is essential for improving the lives of Cuban citizens but cannot be purchased from overseas due to economic sanctions and lack of foreign currency. It will be important to provide balanced assistance from both short- and medium-term perspectives.

Lessons Learned

(1) Grant Aid Aimed at Synergistic Effects with Continuous Technical Cooperation

This project had various advantages, such as the accumulation of useful information and experience, a relationship of trust with the implementing agency, and an understanding of Japanese assistance on the part of the implementing agency, due to the fact that there had been prior continuous technical cooperation with the same implementing agency. In grant aid, there should preferably be collaboration with prior technical cooperation that shared the same implementing agency, in order to achieve synergistic effects.

(2) Identifying the Need for Spare Parts

If it is difficult to procure spare parts in a timely manner due to the circumstances of the partner government, it is possible to procure spare parts generously at the same time as the provision of the equipment, as was done in this case. Also, there are cases where it is difficult to procure spare parts in a timely manner because the wear and tear of spare parts may be more severe than usual depending on the degree of operation of the equipment and the operating environment. In such cases, it is necessary to procure as many spare parts as possible at the same time as provision of the equipment, after fully understanding the situation and making a realistic estimation of the wear rate of spare parts.



Disaster waste removal in progress: Dump truck and skid steer loader

Review of Japan's ODA Evaluations from FY 2015 to FY 2021 [Link to the full report](#)

Chief Evaluator	OHNO Izumi Professor, National Graduate Institute for Policy Studies
Consultant	International Development Center of Japan Inc. (IDCJ)
Period of the Evaluation Study	August 2022 to November 2022

Background, Objectives, and Scope of the Evaluation

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

Summary of Evaluation Results

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

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

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

A meta-evaluation of the 59 ODA evaluation reports for FYs 2014–2021 was conducted from the perspective of ODA evaluation, according to the items of the Development Cooperation Charter. Overall, a high degree of consistency was found for "Relevance of Policies," positive effects for "Effectiveness of Results," and "Appropriateness of Processes" was generally evaluated to have been properly implemented. There was also considerable mention of "diplomatic importance" and "diplomatic impact." However, when looking at the individual evaluation results for each of

the items of the Development Cooperation Charter, not all items were necessarily rated highly.

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

A total of 285 recommendations and lessons learned were extracted from the 59 ODA evaluation reports. They were reviewed on the basis of the items listed in the Development Cooperation Charter and classified into sub-categories used in the previous study.^{Note} These results were compared with the results of the "Review of Japan's ODA Evaluations from FY 2003 to 2013." In the review based on the Development Cooperation Charter, the top three items in terms of the number of recommendations and lessons learned were: "A more strategic approach" under "Implementation Principles;" "Principles for effective and efficient development cooperation [other than (a) to (c)]" under "Implementation Principles;" and "'Quality growth' and poverty eradication through such growth" under "Priority Issues." In addition, combining the number of multiple items related to "cooperation with various funds and actors," the total number of recommendations and lessons learned was equivalent to the second rank overall.

Note FY 2020 MOFA ODA Evaluation "Review of Past ODA Evaluations (Country Assistance Evaluations) and Study of Country Assistance Evaluation Methodologies."

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

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

Recommendations Based on Evaluation Results

(1) Recommendations on the Development Cooperation Charter

(a) Clarification of "Strategic" Cooperation in the Development Cooperation Charter

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

(b) Strengthening Coherence and Focus on the Structure and Content of the Charter

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

(c) "Implementation Principles" and "Implementation Arrangements"

Among the items mentioned in "Implementation Principles" and "Implementation Arrangements," "proactive contribution to international discussions," "principles for securing the appropriateness of development cooperation," "strengthening partnerships," and "strengthening the foundations for implementation" remain important. Regarding cooperation with the involvement of military personnel etc., continuous efforts should be made to confirm compliance with implementation principles in a transparent manner.

(2) Recommendations for Development Cooperation Policies and Their Implementation

(a) Reinforcing the Strategic Aspects of Development Cooperation Implementation

"Strategic" cooperation to enhance development effectiveness remains important. In addition to prioritization, efforts should be made for Japan to become a preferred partner, by reaffirming the nation's strengths, such as support to self-help efforts with exit strategies, support to policy

and institutional aspects and infrastructure operations, and mobilization of human resources who are familiar with Japan and its approach.

(b) Continuing Efforts to Strengthen the Implementation Arrangements

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

(c) Establishment of Outcome Indicators

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

(3) Recommendations on ODA Evaluation Methodology

(a) Strengthening the Link between Policy-level ODA Evaluation and the Development Cooperation Charter

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

(b) Clarification of the Process Leading to the Evaluation Results

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

Column

Japanese Cooperation on the Roads in Havana: Scenes in the Field Through the Eyes of the Evaluation Team

In the summer of 2022, restrictions on overseas travel were eased as the COVID-19 pandemic finally subsided. It was also possible to resume local visits and investigations as part of MOFA's third-party ODA evaluations for the first time in three years. An evaluation team visited Havana, the capital of Cuba, from September 21 to October 1 to evaluate the "JFY2016 Grant Aid to Cuba (Economic and Social Development Programme)" through which 100 waste collection vehicles and other items were supplied to Havana, as well as the "JFY2017 Grant Aid to Cuba (Economic and Social Development Programme)" in the following year, through which urban space maintenance equipment such as dump trucks and aerial vehicles were supplied to the same city. (Refer to p.15-18 of this annual report for the evaluation results.)

In Havana, the team visited the relevant ministries and agencies, as well as the city's health and disaster prevention authorities. They also toured the repair shops for the vehicles supplied, waste collection facilities, and final disposal sites, among others. During the visits, they inspected how the equipment supplied by the Government of Japan is used and managed, and observed how it is actually contributing to waste disposal and disaster response measures in Havana. They spoke and listened to those working on-site and verified the environmental improvement effects of the assistance. At the same time, they identified new issues such as difficulties in obtaining replacement tires and batteries due to the shortage of foreign currency, as well as the final disposal site exceeding its capacity even though waste collection is being carried out smoothly.

During the evaluation team's stay, from September 26 to 27, Hurricane Ian passed through Cuba and caused serious damage through torrential rain and strong winds. The whole country was hit by a power outage, and according to the Cuban government, the country suffered serious damage with three fatalities, approximately 7,000 evacuees, and 500,000 disaster victims. The evaluation team was trapped for a whole day and a half in their hotel in Havana. When the weather improved, they headed out into the city immediately and inspected the sites where city staff were engaged in recovery work using the chainsaws, aerial vehicles, dump trucks, and other equipment supplied by Japan.



Disaster restoration work after Hurricane Ian



Equipment supplied by Japan being used to remove disaster waste generated by Hurricane Ian

Cuba, located in the Caribbean, is constantly exposed to the threat of hurricanes. The seven major natural disasters that struck between 2016 and 2020 alone damaged more than 240,000 homes and caused economic losses of about \$700 million. The shortage of equipment is not only directly linked to delays in disaster reconstruction, but also makes it difficult to carry out preventive logging for trees at risk of falling, which in turn leads to more widespread damage. While this hurricane landfall was an unfortunate event, the evaluation team was able to take the opportunity to verify the actual operation of the equipment supplied. This was one of the greatest yields of the field visit by the evaluation team.



Dump trucks supplied by Japan being used to remove disaster waste generated by Hurricane Ian

In the two years when it was not possible to travel to the local sites, the evaluation teams for each project used videoconferencing systems to interview the local stakeholders, and conducted inspections and interview surveys through local consultants. This confirmed that it is also possible to collect a certain amount of information through these substitute methods, and it expanded the options available in terms of the evaluation implementation methods. However, the saying that “seeing is believing” still holds true. It goes without saying that visiting the local sites in person, observing the field of ODA with one’s own eyes, and meeting partners personally to listen to their candid views, make it possible to obtain first-hand information.

When we visit the heart of Havana, we can see orange-colored waste collection vehicles affixed with the flag of Japan driving around the city. Such equipment supplied by Japan in conjunction with the 120th anniversary of Japanese migration to Cuba and the 90th anniversary of the establishment of diplomatic relations between Japan and Cuba, are a symbol of the long-standing friendship between the two countries and serve to publicize Japanese cooperation to the people of Havana.



Garbage Compactor Trucks supplied by Japan

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 (in Japanese only)

- 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, etc. "Unfinished projects" include projects for which loan disbursement has not yet been completed ten years after the policy was determined, etc.
- 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. The following shows representative examples from the respective ministries and agencies. 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 (in Japanese only)

(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 (in Japanese only)

(See the preliminary analysis table for evaluations of main policies/programs implemented in FY2022. 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 (in Japanese only)

(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 (in Japanese only)

(See project name "13: Promotion of International Exchange and Cooperation to Contribute to the Development of a Prosperous International Community" in the FY2021 Project (FY2022 Evaluation) 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> (in Japanese only)

(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 (in Japanese only)

(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/2022/index.html (in Japanese only)

(See Ex-Post Evaluation 4-2 in the FY2022 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/page/content/001511686.pdf> (in Japanese only)

(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> (in Japanese only)

(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

Initiatives to Enhance the Evaluation Capacities of Partner Countries and Promote Understanding of Japan's ODA

▶ Evaluations by Governments and Agencies in Partner Countries

Each year, MOFA commissions recipient governments, government agencies, private consultants, and professional evaluators in a partner 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 partner country's evaluation capacities, secure improvements in ODA management and accountability, and promote understanding of Japan's ODA in the partner country.

In FY2022, an evaluation was conducted in Kenya: [Evaluation on Cold Chain Equipment for Vaccine Storage and Distribution Handed over to Ministry of Health, Kenya](#).

▶ ODA Evaluation Workshop

MOFA has been holding ODA Evaluation Workshops since 2001, which government officials and experts from the Asia Pacific region are invited to attend.

ODA Evaluation Workshops are meant to facilitate understanding of ODA evaluation methods and challenges in the Asia Pacific region, and enhance evaluation capacities particularly for developing countries. Moreover, through improving the evaluation capacities of evaluators in developing countries, these workshops not only aim to enhance assistance efficiency for donor countries, but also improve ownership, transparency, and development efficiency in developing countries. In FY2022, [the 18th ODA Evaluation Workshop](#) was convened in an online format, the same as in the previous year.

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 FY2022

The following are the actions in response to the recommendations raised in the five ODA evaluations conducted in FY2022.

Evaluation of Japan's ODA to Lao People's Democratic Republic

Recommendation 1: Strengthen Public Relations to Leverage the Results of Japan's ODA Projects as Diplomatic Power

ODA is an important policy tool for diplomacy, and there is a growing need to publicize ODA projects, not only for Laos, in order to gain the understanding and support of the public. From this perspective, the Embassy of Japan in Laos and the JICA Laos Office are working on public relations to promote "Visible Japanese Development Cooperation" for the local people through local media, web pages, and social media (Facebook, distribution of videos, etc.), as a part of Japan's efforts to strengthen bilateral relations in Laos. In addition to those activities, Japan will re-examine what kind of public relations activities would be effective in Laos. With regard to public relations in Japan, Japan has been disseminating information on its aid programs in Laos through the ODA website, social media, and videos that depict the activities of Japanese companies engaged in ODA in Laos, in order to promote understanding among the public in Japan. While there are budgetary constraints, Japan will consider and implement more effective public relations while taking reference from the ODA Evaluation Results.

Recommendation 2: Strengthen Intellectual Support for Fiscal Stability

The JICA Laos Office, led by the Debt Management Advisors, is also holding individual consultations with the World Bank, Asian Development Bank (ADB), International Monetary Fund (IMF), and other organizations. In addition to the advisors' activities, it is also engaged in consultations with the respective donors about cooperation in the aspect of revenue, such as the areas of customs and finance. Japan will continue to cooperate and collaborate with other aid agencies and strengthen support for fiscal stability.

On the other hand, Japan wishes to play an active role as a member rather than taking on a new role as a contact point or coordinator, while respecting the existing framework of donor meetings in the Round Table Process (RTP) as well as the work of the Co-Chairs of the Governance and Macroeconomics Sector Working Groups. (Japan fulfills a coordinating role in the health, infrastructure, and other Sector Working Groups.)

Recommendation 3: Strategically Pursue Substantial Synergies with Chinese Aid

In reviewing the next Country Development Cooperation Policy (and the JICA Country Analysis Paper), industrial and educational support will be considered based on the status of development with aid from other countries including China.

Evaluation of Japan's ODA to Tajikistan

Recommendation 1: Strengthen the Monitoring of Grant Aid Projects through International Organizations

The Embassy of Japan in Tajikistan and JICA Tajikistan Office will examine the status of Grant Aid Projects through International Organizations that are being implemented and scheduled to be implemented, as the number of such projects is large. In addition to periodical reporting on the progress status of projects, particularly when problems such as delays or divergence from the actual situation arise, Japan will request explanations in person and seek improvements in writing from international organizations, and report on their response to these requests to the responsible departments in Japan.

While Japan will not request the preparation and submission of reports in Japan's own formats in view of the administrative burden this may place on international organizations, it will consider improvement measures based on the recommendations set out in the evaluation report of Japan's ODA to Tajikistan. These include requesting international organizations to describe outcomes, impacts, and other details from the stage of preparing the written request for a project, and to prepare their reports based on them.

Recommendation 2: Complementarity between Japanese Projects and Health System Reform in the Health Sector

The JICA Tajikistan Office will continue to participate in working groups such as the monthly health meetings of the Donor Coordination Council. It will also more actively communicate to the Ministry of Health and Social Protection of the Population of Tajikistan, government-affiliated agencies, and the donor community, good practices from the ongoing project for improving the healthcare system in Khatlon Province. This is aimed at realizing improvements to health systems that the World Health Organization (WHO) has been advocating, based on the concept of strengthening health systems that JICA set out in its Country Analysis Paper for Tajikistan in 2018. Through these efforts, Japan will further clarify the position of its contribution to the reform of health systems through the nationwide rollout of these good practices.

Evaluation of Japan's ODA to Turkey

Recommendation 1: Continue Cooperation in Connection with Disaster Risk Reduction

Japan will continue to provide cooperation that leverages its experience and knowhow from overcoming the damage caused by many natural disasters. In particular, Japan is considering cooperation toward reconstruction and recovery from damage caused by the earthquake with its epicenter in the southeastern part of Turkey on February 6, 2023.

Recommendation 2: Strengthen Cooperation in Connection with Climate Change Countermeasures

In light of Turkey's ratification of the Paris Agreement in 2021, Japan will review cooperation that contributes to strengthening Turkey's climate change countermeasures with a focus on areas in which Japan has a comparative advantage, such as the decarbonization of the industrial sector.

Recommendation 3: Promote People-to-People Exchanges (Training in Japan)

In addition to pursuing opportunities for training in Japan and invitations from JICA through technical cooperation, Japan will strive to disseminate the experiences and knowledge from JICA's training and maintain networks through continued support for the alumni of trainees who have returned to their home countries.

Recommendation 4: Expand and Promote Triangular Cooperation Programs with Turkey

With a focus on areas in which the utilization, promotion, and expansion of Japan's knowledge are anticipated, areas that contribute to the stabilization of the region, and areas that are expected to strengthen Japan's presence and visibility, Japan will work with the Turkish Cooperation and Coordination Agency (TIKA) and other agencies affiliated with the Government of Turkey to review the further implementation of third-country training programs and other initiatives, while taking into account their cultural and religious affinity with Turkey.

Recommendation 5: Strengthen Public Relations Activities in Turkey

With regard to the public relations activities that Japan has been implementing to date, such as publicity through social media and site tours for members of the press, Japan will continue to carry out public relations activities while paying attention to the viewpoints gained in this evaluation, and from the perspective of implementing public relations more efficiently and effectively. For example, it will work to deepen understanding among the Turkish public with reference to the examples of efforts by other countries active in Turkey.

Recommendation 6: Reconsider Revising the Schedule of the Development Cooperation Policy

Japan will revise its Country Development Cooperation Policy for Turkey after the announcement of the Twelfth Development Plan of Turkey.

Recommendation 7: Examine Methods of Enhancing Expertise in the JICA Turkey Office

In particularly specialized areas such as procurement procedures for ODA loans, Japan will make arrangements to back up the JICA Turkey Office with support from specialized departments of the JICA headquarters. Japan will inform the relevant organizations in Turkey of this arrangement, and continue smooth communication with them.

Evaluation of "Japan's Grant Aid for Economic and Social Development Programme to Cuba in JFY 2016" and "Japan's Grant Aid for Economic and Social Development Programme to Cuba in JFY 2017"

Recommendation 1: Continuous Operation of Equipment through Procurement of Spare Parts

Under the Economic and Social Development Programme, an appropriate quantity of spare parts is usually included in the items procured based on the operational plans and corresponding to the circumstances of each country, in consultation with manufacturers, implementing agencies in the partner country, and procurement agencies. The same applies in this case. On the other hand, in cases where a new grant aid project is implemented, Japan will also consider measures that can be put in place for the continuous realization of the effects of the project, while taking into account the constraints faced by the Cuban government in procuring parts.

Recommendation 2: Study of Waste Reduction and Securing a New Final Disposal Site Based on the Experience of Neighboring Countries

In considering practical solutions toward waste reduction and securing a final disposal site by Cuba itself, Japan will make the best use of the knowledge and experience it has gained in providing support in similar areas to neighboring countries, and consider measures that can enable Cuba to learn from the experiences of neighboring countries through technical cooperation and other means.

Recommendation 3: Consideration of Assistance to Help Improve the Situation Surrounding Cuba's Balance of International Payments

It is important that Cuba can repay its debts from the perspective of Japan's national interests. Hence, Japan will consider what it can do to provide comprehensive support to improve Cuba's balance of international payments, while closely monitoring the repayment situation.

► The Implementation Status of Response Actions Taken for the Recommendations of Evaluations in FY2021

The following is the implementation status of response actions taken for the recommendations obtained from third-party evaluations in FY2021 (as of April 2023). ([Link to the FY2021 evaluation reports](#))

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

In the field of disaster prevention, Japan is providing support that leverages its disaster risk reduction technologies and knowhow. For example, Japan is assisting in reconstruction after the large-scale floods that hit Timor-Leste in April 2021 as well as supporting prevention efforts, through the Japanese grant aid projects "The Project for the Improvement of Equipment for Disaster Risk Reduction and Recovery" and "The Programme for Urgent Rehabilitation of Flood-damaged Infrastructures." It is also making efforts to restore flood-damaged facilities and create attractive, disaster-resilient towns under the technical cooperation project of capacity development for flood risk reduction. Japan is also providing full support to the Government of Timor-Leste to establish a disaster risk reduction working group, and will continue to put effort into technical cooperation, including providing support to the Faculty of Engineering, Science and Technology of the National University of Timor-Lorosa'e, with a view to ensuring the sustainable utilization of the outcomes of grant aid projects.

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

If and when Timor-Leste meets the requirements to graduate from LDC status, it is worth considering support with highly concessional Japanese ODA loans (yen loans) using the Special Terms for Economic Partnership (STEP). However, Timor-Leste has yet to graduate from LDC status, and therefore is not applicable for STEP while the Government of Timor-Leste has high expectations of new Japanese ODA loans. Currently, a national road development project is the only ODA loan project in Timor-Leste, and Japan will continue to consider the possibility of providing new ODA loans, taking into account Timor-Leste's future development, debt sustainability, and issues with the development of the Greater Sunrise oil fields. At the local level, Japan will examine the needs of the Government of Timor-Leste including ODA loans by continuously participating in meetings with the development partners held on a quarterly basis and discussions with the Government of Timor-Leste.

With regard to environmental infrastructure, "Promoting Green Transformation in the Pacific Region towards Net-Zero and Climate-resilient Development" was launched in March 2023 in cooperation with an international agency.

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

The in-principle admission of Timor-Leste as a member of ASEAN was agreed at the ASEAN Summit held in November 2022, and Timor-Leste aims to officially become a member in 2023. In anticipation of Timor-Leste's official admission to ASEAN, Japan will strengthen support for human resource development. Starting from 2023, Japan plans to commence the dispatch of five to seven technical intern trainees (in the field of agriculture) to Japan.

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

With a view to diversifying the industries of Timor-Leste, Japan is dispatching agricultural development advisors and industrial development advisors and conducting human resource development activities in the fields of agriculture and fisheries. It is also continuing to provide legislative assistance through technical cooperation. With regard to support that contributes to the diversification of industries, Japan currently dispatches experts to provide support on laws and regulations, including basic laws for industries, to the Ministry of Tourism, Commerce, and Industry. It is also implementing pilot projects toward future cooperation in the fisheries sector.

Also, the Ministry of Justice of Japan has long been providing support to Timor-Leste for the development of legal systems, and the Embassy of Japan in Timor-Leste is supporting these efforts.

As for support in the area of governance, Japan, in cooperation with UNDP, is supporting the COVID-Resilient Elections in Timor-Leste (CORE-TL) aimed at providing assistance toward the implementation of free and fair elections even during the COVID-19 pandemic. In this way, it has contributed to the implementation of the presidential elections in 2022 and parliamentary elections in 2023.

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

In the field of infrastructure, Japan has strengthened support toward the development of a disaster risk reduction infrastructure in response to the large-scale floods that occurred in 2021, as well as the improvement of Presidente Nicolau Lobato International Airport. Japan is also continuing with cooperation through road infrastructure quality management advisors. In the grant aid project "The Project for the Improvement of Presidente Nicolau Lobato International Airport," Japan is cooperating with Australia

and the Asian Development Bank (ADB) to renovate the airport. Japan also exchanges views with the relevant organizations, including the World Bank and ADB, by participating regularly in donor roundtable meetings in the respective fields, including infrastructure, as well as holding JICA-sponsored seminars that other donors are invited to attend (on topics such as disaster risk reduction, road maintenance and management, and port development).

In Timor-Leste, Japan holds regular meetings with major donor countries and international organizations in order to overview the infrastructure sector, and engages in coordination to avoid project overlaps and secure synergistic effects. In particular, Japan cooperates closely with Australia in the field of critical infrastructure such as airports. In addition, in March 2023, Japan launched a program to improve local social infrastructure under a collaborative framework with international organizations.

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

Taking into account Timor-Leste's geopolitical importance, Japan will continue to consider project formulation that contributes to strengthening its governance capacity.

Evaluation of Japan's ODA to the Republic of Peru

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

In the next revision of the Country Development Cooperation Policy, Japan plans to conduct a review on the appropriateness of maintaining the basic policy of contributing to sustainable economic development, based on the recommendations and while paying attention to consistency with the Development Cooperation Charter revised in 2023.

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

The JICA Country Analysis Paper (JCAP) revised in March 2022 sets out the policy of taking an economy-wide approach without limiting assistance to agriculture in the rural regions, placing an emphasis on addressing disparity between the urban and rural regions. In the next revision of the Country Development Cooperation Policy, Japan plans to conduct a review on the need to continue providing support in the three priority areas of improving economic and social infrastructure and addressing disparity, environmental measures, and disaster risk reduction measures, based on the recommendations and while paying attention to consistency with the new Development Cooperation Charter revised in FY2023.

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

Japan worked to strengthen capacity in operation, maintenance, and management technologies for Fukuoka-method final disposal sites built through the FY2012 Japanese ODA loan project, "Solid Waste Management Project" (Phase 1, implemented in cooperation with the Inter-American Development Bank (IDB)). To contribute to improving waste management through this, a new technical cooperation project to strengthen capacity for the operation of final disposal sites was adopted in FY2023. In February 2023, Japan signed an Exchange of Notes on the project "Ensuring Protection, Humanitarian Assistance and Socio-economic Inclusion for Venezuelan Refugees and Migrants" (grant amount of 486 million yen), as a grant aid project for Brazil and Peru in cooperation with the United Nations High Commissioner for Refugees (UNHCR). Japan will continue to actively pursue possible cooperation with international organizations and other actors, as well as tie-ups with effective ODA modalities.

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

The project, "Establishment of an Alert System for *Fusarium oxysporum* f. sp. *cubense*, the Banana and Plantain Wilt Pathogen, and Mitigation Strategy of the Pathogen" (Research institutions: Tokyo University of Agriculture and Technology and Universidad Nacional Agraria La Molina), was adopted as a Science and Technology Research Partnership for Sustainable Development (SATREPS) project for Peru in FY2022. Japan will continue to implement projects that contribute to deepening government-academia cooperation. Japan will also begin approaching actors in the startup ecosystem with an eye to industry-academia-government cooperation, while promoting human resource development through the SDGs Global Leader Program as well as cooperation between private-sector actors in Japan and Peru through "TSUBASA" and public-private partnership projects.

Recommendation 5: Maintaining Cooperation with Communities of Japanese Descendants

The "Project to Strengthen Cooperation with Nikkei/Japanese descendants society and schools for Socioeconomic Development" has been adopted as a new technical cooperation project for FY2023 (third-country training). With the Asociación Peruano Japonesa (APJ) and Colegio La Unión (a school for Nikkei/Japanese descendants) as the implementing agencies, Japan aims to promote the acquisition of techniques and learning methods related to Japanese language instruction, through initiatives such as conducting seminars on Japanese language instruction that members of Nikkei organizations in Central and South American countries are invited to attend. Making use of the opportunity of the acceptance of the FY2023 Nikkei Social Cooperation Study Group, Japan will also continue to pursue possibilities for partnering with the Nikkei/Japanese descendants society, including promoting cooperation in the private sector via (or in cooperation with) the Nikkei/Japanese descendant society.

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

As the most recent infrastructural support, Japan signed an Exchange of Notes on the "Solid Waste Management Project (Phase 2)" in March 2022. This project involves the implementation of civil engineering works such as soil covering and the installation of gas venting facilities, water drainage facilities, etc., in order to close down open dumping sites that have been in

use so far in various regional cities in Peru, where hygienic landfill and solid waste disposal sites have been newly built under Phase 1 of the same project. Phase 2 is currently ongoing with consideration for appropriate implementation in a manner that is environmentally and socially friendly.

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 their business expansion into Malawi, overseas companies are faced with issues such as institutional barriers, as well as deterioration of the macroeconomic situation and insufficient foreign exchange reserves in Malawi, that lead to a shortage of gasoline and general consumer goods along with soaring prices. As such, they continue to be forced to adopt a cautious stance. However, investigations into the entry barriers to investment and business expansion by Japanese companies and NGOs are currently ongoing.

With regard to the selection criteria for the ABE Initiative, Japan continues to carry out appropriate selection from a broad perspective that includes the private sector.

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

Japan is conducting exchanges of opinions, leveraging on former Malawian students who have studied in Japan. In addition to disseminating information on Japan's initiatives through those who feel a strong affinity with Japan, Japan is also considering promoting such activities of alumni associations as networking events.

Japan continues to plan programs such as networking events related to the ABE Initiative, and activity reports by trainees who have returned to Malawi as well as returnee report sessions and networking events.

Recommendation 3: Strategic and Continuous Utilization of Japan Overseas Cooperation Volunteers (JOCVs) and Core Human Resources on the Malawi Side

In selecting senior JOCVs and experts for Malawi, JOCV experience is taken into consideration for posts in which former JOCV experience in Malawi is assessed to be useful.

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

The JICA Malawi Office is currently trying to identify former Malawian trainees and international students who have strong communication skills and considering the possibility of requesting them to disseminate information through social media and other channels.

Japan is reviewing its approach to effective information dissemination on a case-by-case basis, including the utilization of influencers and artists. There are plans to utilize PR consultants from April 2023, and it envisages using musicians as influencers.

Evaluation on Japan's Education Cooperation Policy

● Recommendations on Policy Content of Japan's Education Cooperation

Recommendation 1: Prioritizing Designated Priority Areas

At the 16th Japan International Education Cooperation Groups Meeting held in August 2022, this evaluation was introduced and opinions were exchanged on Japan's response to the matters recommended. Japan will continue to exchange opinions with the relevant parties through the next International Education Cooperation Groups Meeting and other fora.

Recommendation 2: Setting Periods and Goals

Japan plans to exchange opinions with the relevant parties through the next International Education Cooperation Groups Meeting and other fora.

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

In JICA's basic education sector, JICA's Strategies for Global Development Issues were formulated in line with the policies of the Japanese government, and cluster strategies were drawn up in March 2023, such as the detailed "Cluster for learning improvement through the development of quality textbooks and learning materials" and "Cluster for education improvement through community-wide collaboration (widely known as "School for All")." In these ways, the purposes of cooperation and the target fields, as well as details on monitoring and cooperation with other development partners such as bilateral and multilateral partners, were clearly documented.

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

Recommendation 4: Effective Use of Existing Platforms in Policy Formulation

In December 2022, an exchange of opinions on the revision of the education cooperation policy was held with JICA. It was held between MOFA and JICA, ahead of discussion with universities, the relevant ministries and agencies, and experts, on the revision to this policy at the next International Education Cooperation Groups Meeting.

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

At the International Education Cooperation Groups Meeting in August 2022, this evaluation was shared and an initial exchange of opinions was conducted on matters such as the implementation of recommendations.

JICA established a new working-level Education Cooperation Platform in September 2023, incorporating the following four functions: (1) sharing and co-creation of knowledge; (2) communication on public goods; (3) creation of spaces for the discovery and nurturing of human resources, and for their activities; and (4) concrete cooperation. There are plans to convene meetings of the platform every year in 2023 and beyond.

Recommendation 6: Incorporation of MEXT's Knowhow and Cooperation

In December 2022, an exchange of opinions on the revision of the education cooperation policy was held with JICA. There are also plans to exchange opinions with the Ministry of Education, Culture, Sports, Science and Technology (MEXT) in 2023 and beyond.

JICA cooperates with MEXT in light of the importance of information sharing and consultations toward new initiatives including cooperating with universities that bear Japan's name, such as the Egypt Japan University of Science & Technology (E-JUST) and Vietnam-Japan University (VJU), on schemes other than ODA, ensuring consistency with science and technology policies, and global brain circulation. In addition, projects in the fields that face challenges in securing resources within Japan, such as technical colleges, are formulated while engaging in prior consultations.

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

Japan will publicize the policy after its revision at an appropriate timing, in the same way as before, and consider sharing information continuously within MOFA and with diplomatic missions overseas as well as JICA.

Recommendation 8: Diplomatic Perspective in the Monitoring of Individual Projects

Japan verifies consistency between its policies and individual ODA projects from the stage of their selection. In projects that are subject to evaluation in FY2022 in the field of education, there are also evaluation cases that recommend implementing agencies in the partner country to monitor the activities carried out at schools, collect data, and publicize the effects of the activities to society. Hence, evaluations that are conscious of diplomatic importance and ripple effect are conducted.

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

On February 17, 2023, the Ambassador and embassy staff traveled to Trincomalee and held a handover ceremony, as the COVID-19 pandemic had calmed down and the fuel supply situation affected by the economic crisis had improved. They confirmed that the equipment supplied was operating in good condition.

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

In the northeastern region of Sri Lanka, in addition to assistance for Trincomalee Port, Japan has also been providing support in the fields of health, agriculture, and environment. After Sri Lanka's economic crisis in April 2022, Japan has provided assistance to the whole of Sri Lanka to address the shortage of necessities, such as food, medical supplies, fertilizers, and fuel.

From the viewpoint of contributing to future economic reforms by the International Monetary Fund (IMF), it is also important to provide support that promotes quality growth with consideration for inclusion. As such, Japan will continue to review the support to Sri Lanka's northeastern region including Trincomalee Port, based on IMF reforms and the local economic situation.

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

Recommendation 3: More Proactive Dissemination of Information on Projects

The handover ceremony held on February 17, 2023, was actively publicized by the embassy, Sri Lanka's Ministry of Ports, Shipping and Aviation, and the Sri Lanka Ports Authority via social media and websites. It was also given significant media coverage, enabling the widespread dissemination of the project to the public.

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

In project formulation for Sri Lanka's Economic and Social Development Programme, procurement candidate items that fit the purpose were narrowed down beforehand as far as possible in order to clarify the purpose and logic for the manifestation of effects, and examined with combinations and anticipated effects.

MOFA carefully verifies the purpose of projects and their positioning in diplomatic policies, pays attention to the need for equipment supplies, equipment deployment plans, whether the Government of Sri Lanka has the capacity to maintain and manage the equipment, overlaps with existing equipment, and other factors, and strives to conduct prior reviews in the relevant departments on the anticipated effects.

Editor's Note

The Cabinet reached a decision on the new Development Cooperation Charter in June 2023. As in the previous Charter, it sets forth contents about evaluations. The importance of evaluations and improvements, appropriate evaluation, and feedback are brought up in the section on "Further Enhancement of Strategic Approaches" under "Three Evolved Approaches for Effective and Strategic Development Cooperation." Furthermore, the section on "Reinforcement of Implementation Architecture and Foundation" touches on disclosing information on the implementation status and evaluation of development cooperation to the public widely, promptly, and with sufficient transparency.

With regard to ODA evaluations under the new Charter, we have launched initiatives for improvement based on the recommendations set out in the "Review of Japan's ODA Evaluations from FY 2015 to FY 2021" implemented last fiscal year. As introduced in the column on page 8, verification items such as inclusiveness and effective cooperation and solidarity with various entities have been added to the ODA Evaluation Handbook, which evaluation teams refer to when conducting MOFA's ODA evaluations, in order to enhance evaluations from the perspectives set out in the Charter.

The COVID-19 that raged across the world over the past few years has finally subsided, and the movement of people is becoming active once again. It also became possible to travel to the field to conduct surveys for ODA evaluations for the first time in three years in Laos, Tajikistan, Turkey, and Cuba last fiscal year. Please refer to the column on page 21 describing the survey carried out in Cuba, which gives a realistic sense of events that took place in the field. In FY2023 as well, we plan to dispatch evaluation teams to five countries—Thailand, Bangladesh, Egypt, Jordan, and Uganda. I look forward to further enriching the evaluation reports with information that can only be obtained by travelling to the field in person.

It goes without saying that evaluations should be conducted objectively and neutrally. It is therefore important to point out any issues that can only be observed from a third-party perspective, and to apply this to making improvements thereafter. At the same time, I feel that it is vital to communicate, through evaluations, the positive impact of Japan's ODA, and the role that ODA plays in bringing peace and prosperity to partner countries and to the international community, as well as in creating a favorable international environment for Japan. I think that this is also one of the important roles of evaluation.

NISHINO Yasuko
Director, ODA Evaluation Division, Minister's Secretariat
Ministry of Foreign Affairs

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/Handbook, MOFA
https://www.mofa.go.jp/policy/oda/evaluation/basic_documents/index.html
- ▶ ODA Evaluation Reports, MOFA (Third-Party Evaluations)
<https://www.mofa.go.jp/policy/oda/evaluation/year/>
- ▶ Annual Reports on Japan's ODA Evaluation, MOFA
<https://www.mofa.go.jp/policy/oda/evaluation/index.html>
- ▶ Evaluations Based on the Government Policy Evaluations Act, MOFA
https://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/index_hyouka05.html (in Japanese only)
- ▶ Development Cooperation Charter
https://www.mofa.go.jp/policy/oda/page24e_000410.html
- ▶ White Paper on Development Cooperation, MOFA
https://www.mofa.go.jp/policy/oda/page_000017.html
- ▶ Country Development Cooperation Policies (formerly Country Assistance Policies), MOFA
<https://www.mofa.go.jp/policy/oda/assistance/index2.html>
- ▶ Project Evaluations, Japan International Cooperation Agency (JICA)
https://www.jica.go.jp/english/our_work/evaluation/index.html
- ▶ Network on Development Evaluation, Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD-DAC)
<https://www.oecd.org/dac/evaluation/>
- ▶ Millennium Development Goals (MDGs)
<https://www.mofa.go.jp/policy/oda/mdg/documents.html>
- ▶ Sustainable Development Goals (SDGs)
<https://www.mofa.go.jp/policy/oda/sdgs/index.html>
- ▶ The 2030 Agenda for Sustainable Development
https://www.mofa.go.jp/policy/oda/sdgs/pdf/Japans_Effort_for_Achieving_the_SDGs.pdf
- ▶ Sustainable Development Goals (SDGs) Promotion Headquarters
https://japan.kantei.go.jp/98_abe/actions/201806/_00038.html

Ministry of Foreign Affairs of Japan
2-2-1 Kasumigaseki, Chiyoda-ku, Tokyo 100-8919, Japan
Tel.: +81-(0)3-3580-3311 (Main number)
<https://www.mofa.go.jp/index.html>

Annual Report on Japan's
ODA Evaluation 2023

Ministry of Foreign Affairs of Japan