

# Annual Report

on Japan's  
ODA Evaluation

## 2019

Ministry of  
Foreign Affairs  
of Japan





Evaluation is creation of new value based on evidence.

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# What is ODA evaluation?

Japan conducts development cooperation for developing countries, using Official Development Assistance (ODA) in order to contribute to the peace, stability, and prosperity of the international community.

ODA evaluation is a systematic assessment of the implementation and effects of ODA.

ODA evaluation has two objectives: to improve ODA management and to strengthen public accountability. MOFA aims to enhance the efficiency and effectiveness of ODA by investigating its implementation and effects and to gain public understanding and support by disseminating the evaluation results and improving transparency.

## Structure of the Implementation Process

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

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

MOFA primarily evaluates ODA policy, commissioning to third parties, such as external experts and consultants from the private sector. Meanwhile, JICA evaluates individual projects which it is responsible for their implementation.

MOFA also provides assistance aiming for evaluation capacity development in developing countries.

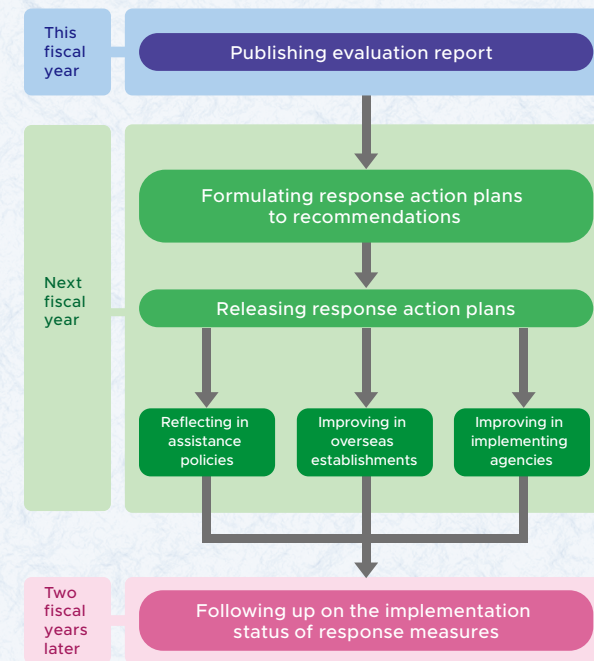
This annual report presents MOFA's ODA evaluations, aside from evaluations based on the GPEA.

## Utilization of ODA Evaluation Results

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

Stakeholders in MOFA and JICA receive evaluation results and recommendations from evaluators and propose response action plans. One year later, MOFA checks the implementing status of the response actions and publicizes the results in MOFA's ODA annual reports.

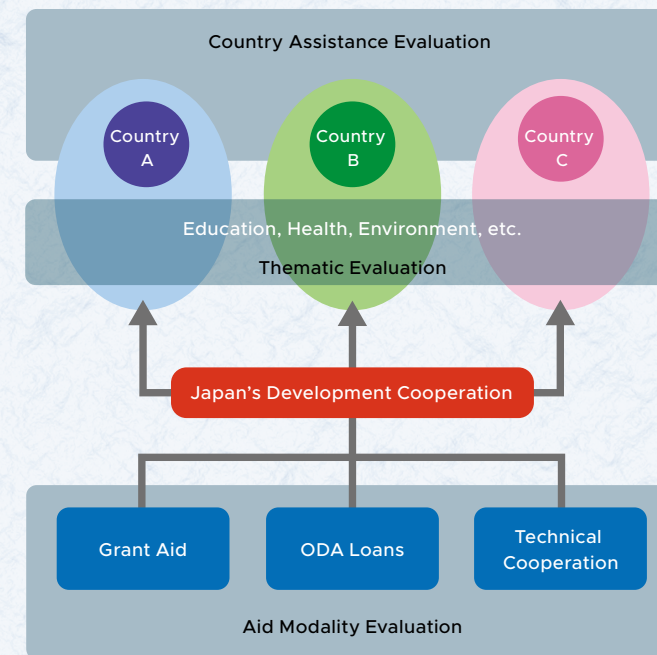
Through this process, MOFA aims to improve ODA management and promote public accountability.



## Evaluation Targets

MOFA's ODA evaluation can be classified according to the focus of evaluation. In Country Assistance Evaluation, development cooperation policy is evaluated for a specific developing country such as the Republic of Angola, the Republic of Indonesia, the Republic of Costa Rica, and the Republic of Nicaragua. In Thematic Evaluation, a specific theme is evaluated, such as education, health, and environment. In Aid Modality Evaluation, a particular modality is evaluated, such as technical cooperation and grant aid.

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



## Evaluation Viewpoints / Evaluation Criteria

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

### 1 Evaluation from Development Viewpoints

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

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

**Relevance of Policies**

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

**Effectiveness of Results**

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

**Appropriateness of Processes**

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

### 2 Evaluation from Diplomatic Viewpoints

**Diplomatic Importance**

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

**Diplomatic Impact**

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



# Highlights of FY 2018 MOFA's ODA Evaluation

## Summary of ODA Evaluation

This annual report presents an overview of MOFA's third-party ODA evaluations in FY 2018. The results of evaluations commissioned to external evaluators from development and diplomatic viewpoints are summarized, respectively.

### Evaluation from Development Viewpoints

In most evaluations, target policies were consistent with Japan's high-level ODA policies, international priority issues, and recipient countries' needs, which resulted in high ratings for **Relevance of Policies**. Furthermore, **Effectiveness of Results** as to development effects was also highly rated as it was confirmed that Japan's assistance made certain contributions to the development issues of recipient countries. However, there seemed to be some issues to be resolved in the maintenance of records, the system of information disclosure, and public relation since there were two evaluations assessed as "partially unsatisfactory" for **Appropriateness of Processes** to ensure effective and efficient ODA.

### Ratings

Since FY 2017, MOFA has been using a revised rating scale using alphabetical ratings (A to D) to evaluate development effect,

aiming for clear and comprehensible evaluation reports for all. The alphabetical scale, on the other hand, can be misleading due to its simplicity; therefore, we recommend readers to refer to [the summary of each evaluation result](#).

| Classification                                   | Third-Party ODA Evaluation                               | Ratings from Development Viewpoints*1 |                              |                                   |
|--|--|---------------------------------------|------------------------------|-----------------------------------|
|  |  | Relevance of Policies                 | Effectiveness of Results     | Appropriateness of Processes      |
| Country Assistance Evaluation                    | Evaluation of Japan's ODA to Angola                      | <b>A</b> Highly Satisfactory          | <b>B</b> Satisfactory        | <b>B</b> Satisfactory             |
|  | Evaluation of Japan's ODA to Indonesia                   | <b>B</b> Satisfactory                 | <b>A</b> Highly Satisfactory | <b>C</b> Partially Unsatisfactory |
|  | Evaluation of Japan's ODA to Costa Rica and Nicaragua*2  | <b>A</b> Highly Satisfactory          | <b>B</b> Satisfactory        | <b>B</b> Satisfactory             |
| Evaluation of Individual Project Under Grant Aid | Non-Project Grant Aid to the Republic of Togo in FY 2013 | <b>B</b> Satisfactory                 | <b>B</b> Satisfactory        | <b>C</b> Partially Unsatisfactory |

\*1  
Rating Scale  
**A** Highly Satisfactory: All evaluation questions have highly satisfactory results.  
**B** Satisfactory: Most evaluation questions have highly satisfactory results.  
**C** Partially Unsatisfactory: Some evaluation questions have highly satisfactory results although there are some issues to be resolved.  
**D** Unsatisfactory: Most evaluation questions do not have satisfactory results.

\*2  
Concerning the Evaluation of Japan's ODA to Costa Rica and Nicaragua, the assessment of Nicaragua was conducted through desk study including questionnaire survey instead of field surveys due to its socio-political situation. Although the evaluation results are obtained individually, the ratings of Costa Rica and Nicaragua are merged for convenience since their rating results are the same. Moreover, recommendations are taken as "lessons learned" based on the evaluation results, also deriving common lessons from both countries.

### Evaluation from Diplomatic Viewpoints

The Development Cooperation Charter (2015) defined development policy as one of the most important tools for pursuing diplomacy proactively. Since then, all MOFA's ODA evaluations have been conducted from diplomatic viewpoints to measure the impact on Japan's national interests.

This evaluation is used for clarifying the following in order to further fulfill accountability to the public: (1) why ODA is important for Japan's national interests (**diplomatic importance**) and (2) how ODA has contributed to Japan's national interests (**diplomatic impact**).

Since more specific evaluation questions were presented based on external experts' advice in FY 2018, there were improvements in the evaluation's quality and volume comparing to the previous year. However, some differences were also seen in each evaluation.

Significant **diplomatic impacts** have been confirmed in several evaluations: improvements in the business environment derived from collaboration between public and private sectors (Indonesia) and fostering of pro-Japan views and enhancement of friendships through close cooperation with JICA experts and volunteers (Costa Rica).

Some other countries have also started evaluating from diplomatic viewpoints or conducting similar evaluations gradually. Although a process of trial and error will continue because this evaluation method is yet to be established in the international community, MOFA continues to make efforts to further improve evaluations to obtain the public understanding of ODA.





## Response Actions to Recommendations

The recommendations for the four ODA evaluations conducted in FY 2018 have some common objectives. The recommendations and response actions can be summarized and categorized into three areas.

### ● Further Expansion of Assistance for Rural Development

When a development plan of a target country aims at reducing regional disparities, Japan should support projects not only in urban areas but also in rural areas and provide assistance in such a way that can bring outcomes in broader areas. Support to raise the standard of living for the entire country should also be considered.

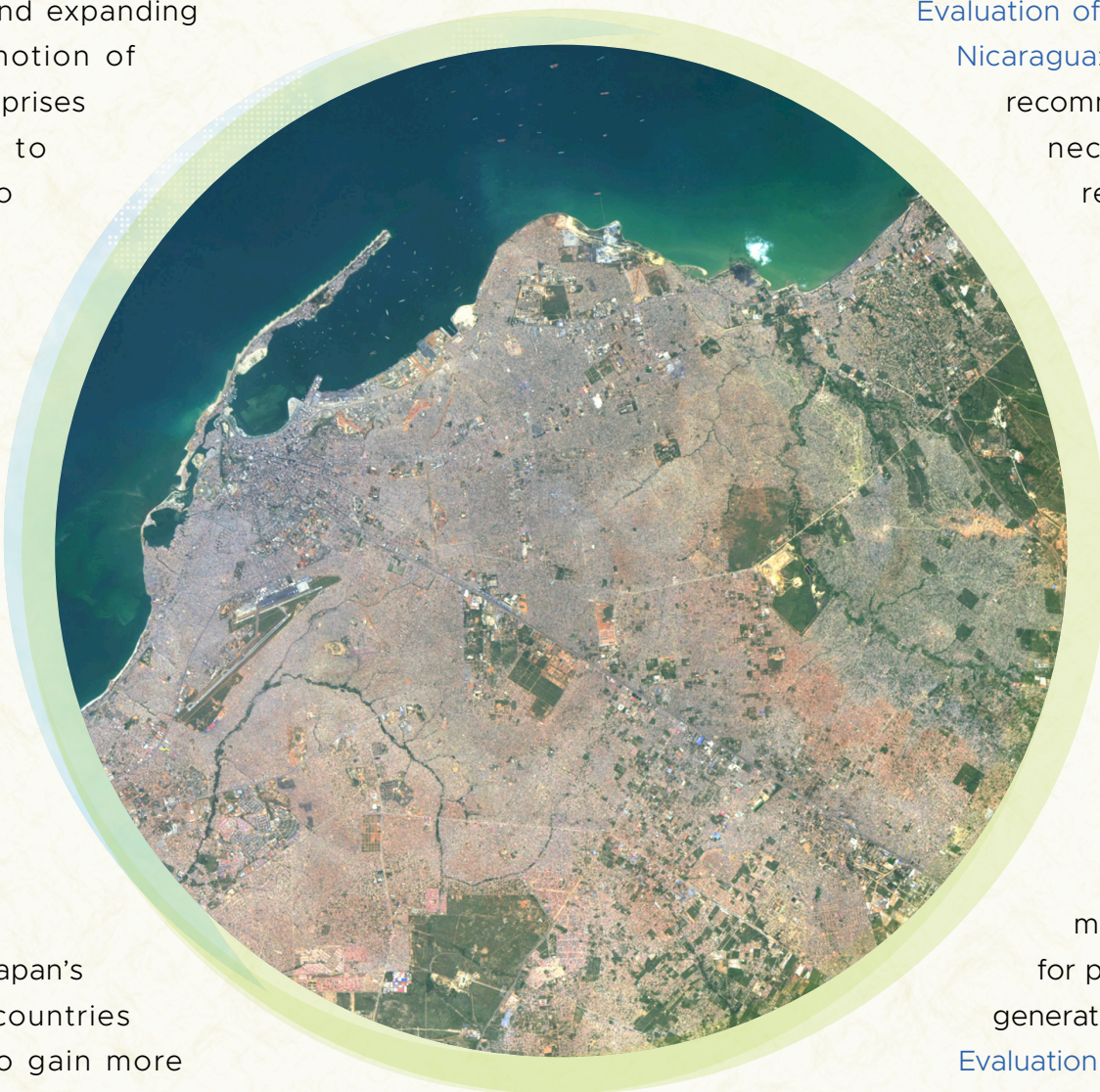
**Evaluation of Japan's ODA to Angola:** It was recommended that Japan should cooperate more actively in Angola's rural areas since one of the items that were strengthened in the new Angola National Development Plan (PDN) was the "Balanced development of various regions." MOFA will consider formulating projects in rural areas, taking into account their requests and needs, their security situation, and whether Japan's support is visible.

**Evaluation of Japan's ODA to Costa Rica and Nicaragua:** Pertaining to assistance to Costa Rica, it was recommended that Japan should support the systematization of its distribution nationwide rather than limited areas. Specifically, it identified the following as effective: establishing livelihood improvement

approach in rural farm areas and expanding technical assistance for promotion of Micro, Small, and Medium Enterprises (MSMEs) from urban areas to nationwide. MOFA will continue to support reduction of economic disparities and will consider further assistance for people's livelihood improvement based on Costa Rica's efforts. Moreover, MOFA is currently training stakeholders in Costa Rica to improve their knowledge and skills to teach others as part of the MSMEs support projects.

### ● Strengthening of Public Relations (PR)

Enhancement of publicizing Japan's cooperation in the recipient countries was recommended in order to gain more recognition of Japan's assistance. It was suggested that Japanese embassies should devise more strategic PR within the limited budget, such as PR plan targeting the young.



**Evaluation of Japan's ODA to Costa Rica and Nicaragua:** Pertaining to Costa Rica, it was recommended that PR strategies were necessary to raise greater public recognition of Japan's ODA. For example, sharing Japan's PR strategies with the stakeholders in Costa Rica is necessary for cooperation and development of specific PR activities. It also indicated that PR with higher impact should be employed, such as regular use of social media, which makes information more accessible for people of all ages including the young. MOFA will continue to practice various PR activities through Embassies in addition to reaching media individually and will strive for promoting PR activities to reach all generations.

**Evaluation of Non-Project Grant Aid to Togo in FY 2013:** It was recommended to strengthen consultation and public relations regarding Japan's assistance in countries where Japan has no Embassy. Specifically,

it suggested holding events periodically to share Japan's all ODA information and allocating training courses for fostering human resources with knowledge of Japan while taking into account countries where Japan has no Embassy. In response to the recommendation, MOFA will continue to have discussions with the recipient's government and ODA stakeholders and act considering various factors, including their needs.

### ● Strengthening of Japan's Implementation Structure and Reinforcement of Cooperation with Relevant Organizations

It was suggested to make further efforts to provide ODA that would trigger private investment and enhance synergies through effective collaboration with private sector and NGOs with comparative advantage in specific fields.

**Evaluation of Japan's ODA to Indonesia:** Since the private sector was expected to play a major role in development cooperation in Indonesia, it was recommended to state further enhancement of collaboration with the private sector and ODA agencies in Japan's development cooperation policy. MOFA will state it in





the next revision of Country Assistance Policy for Indonesia. It was also recommended to hold periodically comprehensive discussions on Japan's ODA among ODA Task Force. MOFA will hold ODA Task Force meeting to oversee the overall picture of Indonesia's development plans, engaging wider stakeholders, such as the Japanese Embassy, the Japan International Cooperation Agency (JICA), the Japan Bank for International Cooperation (JBIC) and the Japan External Trade Organization (JETRO).

**Evaluation of Japan's ODA to Angola:** Strengthening ODA implementation structure in Angola was suggested as Japan's ODA to Angola may increase in future. In response, JICA extended the scale its office in Angola in July 2018 and will examine a possibility to further reinforce Japan's ODA implementation structure, taking into account the future ODA's volume.

**Evaluation of Japan's ODA to Costa Rica and Nicaragua:** It was confirmed as lessons learned that collaboration with the Inter-American Development Bank (IDB) was more effective than Japan's bilateral assistance. It is because of not only larger fund

scale resulting in more significant development impacts but also smoother project formulation and implementation, and reduced cost and workload. Several co-financing projects with IDB are currently undertaken: two in Costa Rica and one in Nicaragua. MOFA will continue to explore co-financing opportunities proactively.

### ● **Examples of Response Actions to Recommendations (Lessons Learned) based on Individual Circumstances**

**Evaluation of Japan's ODA to Angola:** Since the inauguration of President Lourenço in 2017, Angola has been undergoing significant changes such as a new Angola National Development Plan (PDN). Therefore, it was recommended to

incorporate new items proposed in the Recommendations based on evaluation results into Japan's Country Assistance Policy for Angola and its Rolling Plans. In the event of significant changes in development policy of a recipient country, MOFA will consider reflecting them in Rolling Plans which can more flexibly respond instead of Country Assistance Policy revised every five years. Moreover, Angola's latest development plans will be reflected in the Country Assistance Policy at next revision.

**Evaluation of Japan's ODA to Costa Rica and Nicaragua:** A lesson was learned that strategic combination of various ODA

aid modalities could further generate combined effect along with high efficiency. MOFA will continue to actively explore possibilities for effective use of combined aid modality.

**Evaluation of Non-Project Grant Aid to Togo in FY 2013:** It was recommended to improve monitoring and recording of procured items from delivery to sale. MOFA will make sure to follow up on this matter by determining the recipient country's intention as precisely as possible.




# Summary of FY 2018 MOFA's ODA Evaluation

## Evaluation of Japan's ODA to the Republic of Angola (Brief Summary)

Note: The following was prepared by ODA Evaluation Division based on the report provided by the evaluation team.

Full text is available here:

 <https://www.mofa.go.jp/policy/oda/evaluation/FY2018/pdfs/angola.pdf>



Mine risk education for local residents under the Japanese aid

|                                 |                        |   |
|---------------------------------|------------------------|---|
| Evaluators<br>(Evaluation Team) | Chief Evaluator:       | Juichi Inada,<br>Professor of the Department of International Economics, Senshu University              |
|                                 | Advisor:               | Rumiko Murao,<br>Assistant Professor of the Graduate School of Social Design Studies, Rikkyo University |
|                                 | Consultant:            | NTC INTERNATIONAL Co., Ltd.   |
|                                 |                        |   |
| Target Period                   | FY 2006 - FY 2017      |   |
| Evaluation Period               | July 2018 - March 2019 |   |
| Field Survey Country            | The Republic of Angola |   |

### Background, Objectives, and Scope of the Evaluation

Since the end of the civil war in 2002, politics of Angola have remained stable, and the country has enhanced its international presence as a regional power, including acting as a host country of the Community of Portuguese Language Countries (CPLP). Angola has an abundance of oil and other resources, and Japanese private sector has shown interest in the country. This evaluation study was conducted to address Japan's ODA to Angola and to provide recommendations and lessons-learned for future formulation and implementation of ODA policies.

### Brief Summary of Evaluation Results

#### Development Viewpoints

##### (1) Relevance of Policies (Rating A: Highly Satisfactory)

Japan's ODA policy to Angola is consistent with Japan's high-level ODA policies, including the Development Cooperation Charter (2015) and ODA Charter (2003), Angola's development needs, and international priority issues. The following was confirmed as initiatives that demonstrated Japan's comparative advantages: well-planned human resource development using Japan's expertise and experience, continuous assistance combining multiple schemes, and cooperation utilizing Brazilian human resources.

##### (2) Effectiveness of Results (Rating B: Satisfactory)

From the perspective of aid amount, Japan has provided a certain level of ODA, as Japan ranks fourth with 10% of the cumulative ODA to Angola by both bilateral and multilateral donors (2006-2016). Further, the government of Japan is providing steady assistance for development issues described in the Country Assistance Policy for Angola. It has also contributed to the following: promoting industry development policies and improvement on economic and social infrastructures that support Angola's sustainable economic growth, developing diverse human resources to support Angola's growth, and promoting human security.

##### (3) Appropriateness of Processes (Rating B: Satisfactory)

The formulation of Japan's ODA policy to Angola, as well as the implementation of assistance, was mainly executed through the appropriate processes. However, issues were identified regarding the speed of the processes prior to project commencement, such as the procedures and preparations for the formulation of Japan's ODA projects. It was also found that

awareness of Japan's ODA among the general public, as well as government officials of Angola, needed to be improved.

#### Diplomatic Viewpoints

##### (1) Diplomatic Importance

Having been a host country of CPLP as well as the Southern African Development Community (SADC), Angola is increasing its presence as a regional power of Africa. Also, the new Lourenço administration established in September 2017 has shown great interest in strengthening bilateral relations with Japan, and the importance of Japan-Angola diplomatic relations is expected to increase even further. Angola has potential in terms of economy, and there is also great importance from an economic perspective since the new Lourenço administration has shown an intention to strengthen economic relations with Japan in particular. Furthermore, Angola has achieved peace and development since the civil war, thus for Japan to support Angola in its efforts for reformation is vital from the viewpoint of stability of the Sub-Sahara African region.

##### (2) Diplomatic Impact

In terms of the impact of Japan's ODA on the Japan-Angola bilateral relations, President Lourenço mentioned Japan as an important partner in his inaugural speech. Also, it has been confirmed that high-level officials of Angola have highly appraised Japan's ODA. Regarding the impact of Japan's ODA to Angola on Japan and Japanese people, certain effects have been confirmed from a social perspective, such as an increase in the number of people who are well-versed in Japan through the de-mining measures project implemented by Japanese NGOs using the Grant Assistance for Japanese NGO Projects. At the present stage, the economic impact of Japan's ODA on Japanese companies in Angola has not yet been confirmed; however, Japanese companies are expected to enter Angola and make investments in the near future due to initiatives taken by the new Lourenço administration to eliminate corruption and maintain a good business environment.

#### Recommendations

##### (1) Mentioning the new PDN and other internal situations of Angola in Japan's Country Assistance Policy for Angola and Rolling Plans

Since the inauguration of President Lourenço in 2017, Angola has been undergoing significant changes such as the formulation of a new Angola National Development Plan (PDN) (2018-2022). Thus, new details of the items proposed in Recommendations 2, 3, and 4 need to be incorporated into Japan's Country Assistance Policy for Angola and Rolling Plans.

##### (2) Expanding Assistance to Rural Areas

One of the items that were strengthened in the new PDN was "Balanced development of various regions, ensuring the stability and territorial integrity of Angola," and it is hoped that Japan will cooperate more actively in Angola's rural areas.

##### (3) Utilization of Japan's ODA Loans

Since Angola is a country with a relatively high income, it exceeds the income level for the provision of grant aid. Thus, Japan should provide assistance that makes more use of ODA loans since more suitable financial support to Angola's development needs can be provided.

##### (4) Supporting the Business Investment Sector

Japan's private investment, as well as the entry of Japanese business into Angola, is stagnating. The advancement of the business investment sector is essential for the new Lourenço administration. Taking that in mind, Japan should explore the possibility of Japan's ODA in this sector.

##### (5) Strengthening Japan's ODA Implementation Structure in Angola

It is necessary to strengthen Japan's ODA implementation structure in Angola, taking into consideration that the number of projects and funding amounts for Japan's ODA to Angola may increase in the near future.


##### (6) Strengthening of PR regarding Japan's ODA

It is required to further reinforce PR activities for Japan's ODA in order to increase awareness of Japan's ODA to Angola (including the recognition of JICA).

## Evaluation of Japan's ODA to the Republic of Indonesia (Brief Summary)

Note: The following was prepared by ODA Evaluation Division based on the report provided by the evaluation team.

Full text is available here:

 <https://www.mofa.go.jp/policy/oda/evaluation/FY2018/pdfs/indonesia.pdf>



Interview with a local community of Banda Ache City

|                                 |                            |  |
|---------------------------------|----------------------------|--|
| Evaluators<br>(Evaluation Team) | Chief Evaluator:           | Hiroshi Sato,<br>Chief Senior Researcher, Institute of Developing Economies, Japan External Trade Organization |
|                                 | Advisor:                   | Shunsuke Rai,<br>Associate Professor, Meiji Gakuin University  |
|                                 | Consultant:                | Kokusai Kogyo Co., Ltd.  |
|                                 |                            |  |
| Target Period                   | March 2008 - December 2018 |  |
| Evaluation Period               | June 2018 - March 2019     |  |
| Field Survey Country            | The Republic of Indonesia  |  |

### Background, Objectives, and Scope of the Evaluation

Japanese ODA for Indonesia, a sole member of the G20 among ASEAN countries, is indispensable not only for development and social stabilization of Indonesia but for Asian countries, including Japan. In the past ten years, there have been substantial changes for economic development of both Japan and Indonesia, such as revision of the Development Cooperation Charter and establishment of new JICA, which is organizational restructuring of Japan's ODA implementation system. This study will evaluate overall ODA for Indonesia, including its policies and results. Its main objectives are to draw lessons and make recommendations for effective planning and implementation of future ODA to Indonesia as well as to provide accountability to Japanese citizens by widely disseminating evaluation results.

### Brief Summary of Evaluation results

#### Development Viewpoints

##### (1) Relevance of Policies (Rating B: Satisfactory)

Japanese ODA policies for Indonesia is highly consistent with the National Medium-Term Development Plan (PRJMN2005-2009 and PRJMN2010-2014), covering Indonesia's needs. In addition, the following high relevance was confirmed: 1) Japan's comparative advantages, including high-quality infrastructure development and environmental technologies based on experience, and 2) consistency with global development issues as well as information sharing and collaboration with other donors. The intention of the Development Cooperation Charter, that is to strengthen cooperation with other Japanese organizations, should be clearly stipulated in the Country Assistance Policy, although various collaborations are actually being conducted.

##### (2) Effectiveness of Results (Rating A: Highly Satisfactory)

Japan has significantly contributed to addressing poverty reduction and economic development in Indonesia by providing a substantial amount of ODA. Japan's ODA has also contributed to increasing Indonesia's presence in global society. This study has confirmed that Japan's ODA for the following six sectors has been highly effective: "economic infrastructure development," "business environment improvement," "correction of disparities and local development," "disaster management," "climate change and natural environment preservation," and "response to issues in the Asian region and international society."

##### (3) Appropriateness of Processes (Rating C: Partially Unsatisfactory)

Concerning the structure of ODA implementation, there is frequent communication, including All Japan Meetings, between relevant organizations during implementation, and it was confirmed that efforts were made consistently from policy formulation to

implementation. However, there were few written records available to assess the functions and effectiveness of activities performed by the country-based ODA Task Force. Regarding the appropriateness of policy formulation, comprehensive policy dialogue between Japan and Indonesia has not been held since FY 2014, although several political meetings on ODA were organized at higher official and sector levels. As for the process of implementing ODA, Japan's ODA has achieved excellent outcomes, however monitoring and evaluation at the program and higher policy levels hardly exists and it was difficult to confirm the degree of Japan's contribution to achieving Indonesia's development goals and addressing issues.

#### Diplomatic Viewpoints

##### (1) Diplomatic Importance

Indonesia and Japan are both maritime nations and share fundamental values such as democracy, the rule of law, and the multilateral trading system. Further, the importance of strong reciprocity is widespread in Indonesia. Therefore, supporting Indonesia's economic infrastructure and the development of its business environment contributes to promoting investment and economic activity by Japanese companies in Indonesia as well as stabilizing imports of resources to Japan. Support for Indonesia's disaster management and climate change policies builds international confidence in Japan, as well as fulfills Japan's international commitments as a country of advanced disaster risk management. Assisting Indonesia's responses to issues in Asia and global society contributes to building peace and social stability not only for both countries but also for the ASEAN region as a whole.

##### (2) Diplomatic Impact

ODA projects, such as public-private partnership, have created opportunities for Japanese companies to start business activities in Indonesia. It was also confirmed that ODA projects and collaboration between public and private relevant organizations contributed to the improvement of the business environment. As for impact generated by ODA as a whole, the ODA facilitated the negotiations for the Economic Partnership Agreement between Japan and Indonesia (Jl-EPA), as an important diplomatic card. As for another diplomatic impact, the results of opinion surveys for Japan was confirmed to show that economic activity in the private level contributing to building trust for Japan.

### Recommendations

##### (1) Clarifying Importance of Strengthening Cooperation with Relevant Organizations in Japan's ODA Policies to Indonesia

The private sector in Indonesia is playing a significant role in development and it is expected that it will play more in the future. Therefore, it is desirable to adopt an ODA policy for Indonesia that oversees the activities of relevant organizations. It is recommended that further reinforcement of cooperation be promoted by stipulating its importance in Japan's development cooperation policy for Indonesia.

##### (2) Monitoring Contribution of Japan's ODA towards Achievement of Indonesia's Development Objectives

It is highly recommended that a new way of program monitoring should be developed, particularly focusing on to what degree Japan's ODA has contributed to addressing the development issues and to achieving the development goals of Indonesia. It is proposed that progress and achievement of a new Japan's ODA project, when the new project can be positioned under a specific Indonesia's program with measurable targets and goals, will be measured towards the targets and goals set under Indonesia's program.

##### (3) Strengthening the Function of the country-based ODA Task Force

Country-based ODA Task Force should be held periodically, engaging wider stakeholders who can contribute to formulation of Japan's development cooperation policy for Indonesia.

##### (4) Resuming a Comprehensive Policy Dialogue between Indonesia and Japan

Discussions are required to share understanding of Indonesia's needs and expectation on Japan's ODA, in formulating and reviewing the development cooperation policy. It is recommended that comprehensive policy dialogue should be resumed between both countries to summarize results of various discussions.






## Evaluation of Japan's ODA to Costa Rica and Nicaragua (Brief Summary)

Note: The following was prepared by ODA Evaluation Division based on the report provided by the evaluation team.

Full text is available here:

 [https://www.mofa.go.jp/policy/oda/evaluation/FY2018/pdfs/costarica\\_nicaragua.pdf](https://www.mofa.go.jp/policy/oda/evaluation/FY2018/pdfs/costarica_nicaragua.pdf)



Solar panels installed with cooperation of Japan (Costa Rica)

|                                 |  |   |
|---------------------------------|--|---|
| Evaluators<br>(Evaluation Team) | Chief Evaluator:                                   | Yasunaga Takachiho,<br>Professor, North Asia University |
|                                 | Advisor:   | Tomomi Kozaki,<br>Professor, Senshu University          |
|                                 | Consultant:  | Koei Research & Consulting Inc.                         |
| Target Period                   | 2006 - 2017 (Costa Rica) / 2007 - 2017 (Nicaragua) |   |
| Evaluation Period               | July 2018 - March 2019                             |   |
| Field Survey Country            | Costa Rica   |   |

Note: The field survey was not conducted in Nicaragua due to the social-political instability during the planned survey period.

### Background, Objectives, and Scope of the Evaluation

Since Japan established diplomatic relations with Costa Rica and Nicaragua in 1935, Japan has had a longstanding relationship with both countries except during World War II. Japan's ODA to Nicaragua and Costa Rica began in 1964 and 1973, respectively. The objectives of the evaluation are to obtain lessons and recommendations for formulating and implementing future ODA policy, as well as contribute to improvement of ODA in order to enhance accountability.

## I. Costa Rica

### Brief Summary of Evaluation Results

#### Development Viewpoints

##### (1) Relevance of Policies (Rating A: Highly Satisfactory)

As a whole, the relevance of policies is extremely high in terms of consistency with Japan's high-level ODA policies, priority areas of the national development plan of Costa Rica, international priority issues, and complementarity with other donors' assistance. Japan's ODA to Costa Rica has been formulated in consideration of Japan's comparative advantages, such as dispatching Japan Overseas Cooperation Volunteers in supporting the socially vulnerable and technical cooperation for geothermal development in the environmental sector. Furthermore, Japan has been cooperating with the Inter-American Development Bank in supporting Costa Rica through co-financing program in geothermal development. Such co-financing program shows high mutual complementariness with other donors.

##### (2) Effectiveness of Results (Rating B: Satisfactory)

A certain level of contribution was confirmed in general, although the degree of effect was different depending on the priority area. The evaluation team found that the degree of effect in the environmental sector was particularly high due to the largest input among all sectors. The evaluation team also highly regarded the effects of Japan's support for the socially vulnerable, such as enacting the law on independence of persons with disabilities. However, the Rolling Plans of Japan's ODA for Costa Rica should be sorted more logically for a clear indication of the degree of contribution achieved.

##### (3) Appropriateness of Processes (Rating B: Satisfactory)

Japan's ODA policy for Costa Rica was formulated through appropriate discussions between the two countries. Although both

governments recognized the formulation of a cooperation project as time-consuming, they have been coordinating well to design projects with careful consideration of their conditions.

#### Diplomatic Viewpoints

##### (1) Diplomatic Importance

It is essential to continue Japan's ODA to Costa Rica in order to maintain and reinforce the good bilateral relationship since Japan's ODA is a foundation for a favorable bilateral relationship. Japan's ODA to Costa Rica, known as an internationally significant country in the environment sector, and its collaborative work of both countries convey Japan's contribution to combat climate change to the international community, which has significant importance for Japan. Japan regards promoting the regional integration of Central America essential. Therefore, ODA to Costa Rica, one of Central American countries, has high diplomatic significance to contribute to promoting regional integration.

##### (2) Diplomatic Impact

Japan's ODA could promote bilateral relationship in both public and private sectors and help foster people with a favorable feeling towards Japan, which can be a foundation of mutually trusting relationships between the two countries. Further, the implementation of triangular cooperation has improved Japan's presence in Latin America. Japan's ODA can also facilitate business expansion of Japanese companies in Latin America and could contribute to Japan's economic development.

### Recommendations

##### (1) Continuation of the Cooperation for Climate Change Mitigation

Japan should continue the assistance to Costa Rica in climate change mitigation, especially to reduce greenhouse gas emissions by 25% from 2012 to 2030 in the urban transportation sector which has a growing need for continuous assistance. It is, particularly, worth examining possibility of Japan's cooperation to facilitate alternative public transportation, such as train system, which could contribute to a notable reduction of greenhouse gas emissions by using Japan's technology and experiences of cooperation in other countries.

##### (2) Cooperation to Vitalize Rural Areas

Japan should extend the cooperation nationwide to reduce disparities between urban and rural areas. Based on the experience of cooperation, Japan could support systematization of diffusing the "livelihood improvement approach" and also provide technical assistance for promotion of Micro, Small, and Medium Enterprises (MSMEs) in rural areas.

##### (3) Making use of the Experiences of Costa Rica for Better ODA Policy Elaboration for Other Middle-Income Countries

Although Costa Rica has experienced steady economic expansion and become a middle-income country, it struggles with various problems that hinder it from becoming a developed country, such as financial crises, economic disparity among citizens, and educational inequity. Other middle-income countries are also facing similar issues. Thus, implementing a study to sort out and identify critical issues in Costa Rica as a middle-income country may enable to specify the relevant themes and means of ODA. Such findings can be useful in the formulation of development cooperation policies for other middle-income countries.

##### (4) Promoting Triangular Cooperation with Costa Rica as a Partner

Costa Rica currently promotes triangular cooperation actively. Japan should implement triangular cooperation with Costa Rica to other Latin American countries in order to strengthen the capacity of Costa Rica to implement cooperation. It is beneficial for Japan to cooperate with other Latin American countries through Costa Rica for smooth communication of skills and knowledge due to the use of same language and similarity in culture. In addition, it could be more cost effective and reduced workload for Japan than implementing bilateral cooperation. It could be effective for Japan to provide technical training in the environmental sector, such as geothermal development, in particular, where Japan has advanced technology and experience.

##### (5) Examining PR Strategies Targeting a Wide Range of Population

It is necessary to develop PR strategies to generate greater exposure of the assistance and raise public awareness of Japan's

ODA in a wide range of the population. For example, it is essential to share PR strategies with Costa Rican stakeholders and obtain their cooperation and involvement in PR activities in order to efficiently promote Japan's ODA. Moreover, Japan should implement more effective PR, such as the regular use of social media, including YouTube videos and publicizing outcomes of the assistance by the project, in order to reach people of all ages.

## II. Nicaragua

### Brief Summary of Evaluation Results

#### Development Viewpoints

##### (1) Relevance of Policies (Rating A: Highly Satisfactory)

As a whole, relevance of policies is extremely high in terms of consistency with Japan's high-level ODA policies, priority areas of Nicaragua's national development plan, international priority issues, and in terms of complementarity with the direction of other donors' assistance. Japan's ODA comprehensively covers all priority areas of Nicaragua and emphasizes transportation infrastructure development such as bridge and road development where Japan has comparative advantages.

##### (2) Effectiveness of Results (Rating B: Satisfactory)

A certain level of contribution was achieved in all priority areas. The contribution was significant in the area of bridge construction, which is known to be symbolic of Japan's ODA. It was highly recognized among citizens and other donors in Nicaragua. Contributions in health and education sectors were also confirmed. Moreover, it was confirmed that the approach of technical assistance to cultivate local human resources coincided with the needs of Nicaragua to empower the community, which helped the sustainability of the project.

##### (3) Appropriateness of Processes (Rating B: Satisfactory)

Overall processes of formulating and implementing Japan's ODA policy were deemed to be appropriate. In the Rolling Plan of Japan's ODA policy for Nicaragua, the relevance between priority issues and some cooperation projects was not clearly shown in some projects; however, the cooperation programs and contents were reviewed and reorganized to clarify the direction of the country assistance strategy in 2017.

#### Diplomatic Viewpoints

##### (1) Diplomatic Importance

Japan's ODA to Nicaragua has diplomatic significance in two aspects: geopolitical importance and responding to global issues. Considering the regional economic potential and the geopolitical importance of Nicaragua, Japan finds it important to support for regional integration through the Central America Integration Organization (SICA) and to reinforce the bilateral relationship based on the development cooperation with each country of the region. Also, continuation of Japan's ODA to Nicaragua is diplomatically important due to the need for international contributions to global issues.

##### (2) Diplomatic Impact

Community-based cooperation by JICA experts and volunteers has contributed to promoting pro-Japan views and friendship between the two countries. Furthermore, three bridges constructed through Japan's Grand Aid on the roads leading to the neighboring countries are deemed to enhance Nicaragua's trade with other Central American countries. The activation of logistics and distribution in Central America would accelerate regional integration in the medium to long term, which could make the region more favorable for Japanese companies to expand the business and even enhance Japan's economy.

### Lessons Learned

##### (1) Maximize the Impacts of Cooperation on "Disaster Risk Reduction" in Socially and Economically Vulnerable Countries

Socially and economically vulnerable people are generally even more vulnerable to natural disaster. Therefore it would be

useful to combine the elements of social development with the project, rather than focusing on disaster risk management alone. Moreover, it could be more efficient to strengthen their prevention ability to raise their awareness as part of a cooperation project.

##### (2) Effectiveness of Infrastructure Development Cooperation with Japanese Superior Technology

Cooperation in the infrastructure development using Japan's technology fosters development in recipient countries along with economy in Japan when implemented by Japanese companies. Further, Japan's high quality technology has been appreciated among the population and would lead Japan's reliability and presence.

## III. Lessons Learned from Cooperation toward Both Countries

##### (1) Supporting the Initiative of the Recipient Country

It is certainly effective to support the priority sectors where the government of the recipient country takes initiatives in leading development. Because the government takes the lead to strengthen the surrounding institutional environment to bring about the outcome effectively, and there is high probability that the government commits to sustain and enlarge the outcome. For example, the government of Nicaragua promoted the National Program for Sustainable Electrification and Renewable Energy (PNESER), where the government demonstrated high commitment and brought out remarkable outcomes.

##### (2) Collaboration with Inter-American Development Bank (IDB)

Collaboration with IDB was confirmed to be effective in Latin America for the following reasons: 1) Co-financing with IDB could produce greater development impacts by securing larger fund scale than implementing relatively small-scale projects on bilateral basis. 2) Since IDB is influential and has a close relationship with the Latin American and Caribbean countries, collaboration with IDB can help Japan in negotiating or persuading the recipient government. 3) It is easier for Japan to formulate and implement projects. 4) It is also efficient to collaborate from project formulation stage, because it can reduce the cost for feasibility study and other administrative costs of the recipient government.

##### (3) Strategic Inter-Scheme Combination to Achieve Synergy Effect

Combining relevant schemes in Japan's ODA in one common program could generate synergy and greater impact than applying one scheme alone. For example, Japan firstly provided the Grand Aid to Costa Rica to construct a training center, and then dispatched the experts to the center in order to promote capacity development. In Nicaragua, mathematics textbooks and teacher's guidebooks were developed through the technical cooperation project, then they were utilized and disseminated by JOCVs, which produced some positive results.

##### (4) Points to be considered in Cooperating toward Multiple Countries or Regions

Japan should consider the best way of approaching each theme when cooperating toward multiple countries or regions. For example, in case of specific themes such as health or education, it would be more efficient to apply knowledge, lessons learned, and results obtained in one country to third countries, rather than cooperating to multiple countries simultaneously. The Chagas disease control project in Nicaragua was an excellent case where the successful cases in neighboring countries were applied to Nicaragua, which contributed to reliable outcomes.

On the other hand, when approaching the regional common issues that cannot be addressed by a single country, such as improving logistics within the region, it would be more effective to cooperate through a regional coordinating agency as a point of contact, which has an advantage in facilitating the unification of standards and procedures within the region. Also, more opportunities to contact senior officials representing each country can be expected to improve Japan's presence in the region.

##### (5) Establishing Specific Development Goals and Target Values at Program Level

It is useful to formulate policy objectives more clearly as well as develop specific indicators to each cooperation program goals in order to properly evaluate ODA results at policy level. It would make it easier to assess the achievement of development goals as well as results of the policy, which would be beneficial in improving the policy.





## Evaluation of Japan's Individual Grant Aid (Brief Summary) (Non-Project Grant Aid to the Republic of Togo in FY 2013)

Note: The following was prepared by ODA Evaluation Division based on the report provided by the evaluation team.

Full text is available here:

 <https://www.mofa.go.jp/policy/oda/evaluation/FY2018/pdfs/togo.pdf>



Local officials and the evaluation team at the health center reconstructed with counterpart funds.

|                                    |  |   |
|------------------------------------|--|---|
| Evaluators<br>(Evaluation<br>Team) | Chief Evaluator:   | Hiroshi Sato,<br>Chief Senior Researcher, Institute of Developing<br>Economies, Japan External Trade Organization |
|                                    | Advisor:   | Yasushi Katsuma,<br>Professor, Graduate School of Asia-Pacific<br>Studies (GSAPS), Waseda University              |
|                                    | Consultant:  | Global Link Management, Inc.  |
| Target Period                      | 2013 - 2017  |   |
| Evaluation<br>Period               | July 2018 - March 2019   |   |
| Field Survey<br>Country            | The Republic of Togo / Cote d'Ivoire<br>(Location of the Embassy of Japan) |   |

### Background, Objectives, and Scope of the Evaluation

MOFA implemented “Non-Project Grant Aid to Togo in 2013 (1.1 billion Japanese yen)” to support Togo’s economic and social development as well as poverty reduction. The main objectives of this evaluation are to improve the management of ODA through the PDCA (plan-do-check-act) cycle and to fulfill accountability to the people of Japan.

### Brief Summary of Evaluation Results

#### Development Viewpoints

##### (1) Relevance of Policies (Rating B: Satisfactory)

Given the status of development indicators for Togo, the objective of this grant is relevant to Japan’s Development Assistance policy, country assistance strategy, Togolese development policy, and the international development agenda. The worldwide rise in oil prices in 2012 justified the use of the grant to import petroleum products for social stability. However, it seems that there was room to consider the procurement of products other than gasoline to further enhance the effectiveness of grant aid for poverty reduction.

##### (2) Effectiveness of Results (Rating B: Satisfactory)

This grant was provided in the amount and period, as stated in the Exchange of Notes (E/N), and gasoline was procured. As planned, gasoline was sold for domestic use, and nearly the same amount as the estimated revenue from the sales was deposited as the counterpart funds. Although verification of the effect on poverty reduction is limited to the scale of this grant, the counterpart funds were used in the health, education, and agricultural sectors. During the grant implementation period, the country’s poverty and social indicators improved, and this grant can be considered as one of the contributing factors for this improvement.

##### (3) Appropriateness of Processes (Rating C: Partially Unsatisfactory)

Although this grant was promptly and smoothly implemented, some issues were identified from the perspective of PDCA cycle reinforcement as well as public relations. Specifically, the grant records that include how the grant preparation reflected lessons learned from past similar grants, were not available. Further, Japanese stakeholders visited Togo only when the Exchange of Note was signed since Japanese do not stay in Togo. In addition, no information was available on how Japanese stakeholders discussed the use of the counterpart funds with the Togolese government and what they discussed with other donors.

#### Diplomatic Viewpoints

##### (1) Diplomatic Importance

This grant was prepared just before the 5th Tokyo International Conference on African Development (TICAD), which was when Togo was a non-permanent member of the United Nations Security Council and coordinating closely with Japan in international scenes. Accordingly, the diplomatic importance of this project was extremely high because the Government of Japan considered this grant necessary in strengthening bilateral relations.

##### (2) Diplomatic Impact

This grant contributed to Japan becoming the second after France among OECD countries in terms of the total amount of ODA to Togo in 2013. The Togolese government has appreciated dialogues with the Japanese stakeholders throughout this grant as having contributed to strengthening bilateral relations. However, the only publicity was at the beginning of the grant, for the signing ceremony of the E/N. While this grant had no direct benefits for Japanese companies and organizations, MOFA considers that it will contribute to an environment conducive to the entry of Japanese companies and organizations through economic and social development and the stabilization of Togo, in the long term.

#### Recommendations

##### (1) Improvement in the Preparation of Grant Aid Implemented by MOFA

In the preparation document for grand aid titled “Economic and Social Development Program” (formerly Non-Project Grant Aid), MOFA should include the following information: the reasons for selecting the sector and type of items to be procured, the expected outcome, and the lessons learned from previous grants. Ideally, information on procurement items by region and country would also be compiled as a reference for discussions with the recipient country. Preferably, MOFA would review the appropriateness of the typical procured item list along with experts in light of the current international priority agenda toward achieving the Sustainable Development Goals (SDGs).

##### (2) Improvement of Monitoring and Recording from Delivery of Procured Items to Sale

Before procurement, Japanese stakeholders should check and record the following: the typical routes used in the distribution (selling) of goods to be procured, the anticipated amount of revenue for the government (as counterpart funds), and their consistency with the intention of the grant. At the time of delivery and preparation of the final report, the procurement agency should record the latest available information, including reasons when it differs from the previous information. MOFA should also consider making the procurement agents’ final reports available for the public if the recipient governments agree, taking into consideration the background of introducing ex-post evaluation (both internal and external) since FY 2017.

##### (3) Improvement of Information Sharing on Counterpart Funds

MOFA should strengthen information sharing over the use and application of counterpart funds in advance with the recipient government. In addition, MOFA should disclose information on the general outline of the counterpart funds, basic rules on use, and reporting methods in English. As for new grand aids, it should disclose information on whether the E/N includes a chapter on counterpart funds on the MOFA’s website.

##### (4) Strengthening Consultation and Information Sharing about Japan’s Grand Aid to Countries with no Japanese Embassy in the Country

The Embassy should compile the information on all grant aid implemented by MOFA, including the list of names of the projects and programs funded by the grants and the counterpart funds. Such comprehensive information should be shared with the recipient government and used for further consultation with the recipient government as well as ODA stakeholders during limited visit opportunities. As part of efforts to strengthen publicity, it could also be useful to hold events periodically to share all Japan ODA information with wider audiences, including the grants implemented by MOFA as well as JICA. Furthermore, it is worth a consideration to allocating officers’ training courses in Japan, taking into consideration countries with no Japanese Embassy as fostering human resources with knowledge and experiences related to Japan.

## Summary of Other ODA Evaluations

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

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

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

#### ►MOFA website:

[https://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/index\\_hyouka05.html](https://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/index_hyouka05.html)

\*1: “Pending projects” are projects for which the loan agreement has not been signed or loan disbursement has not begun after five years have elapsed following the decision to implement the project. “Incomplete projects” are projects for which loan disbursements have not been completed after ten years have elapsed following the decision to implement the project.

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

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

#### ►Financial Services Agency

Training for officials in charge of financial administration/supervision in developing countries in Asia and other areas (Seminar to financial administrators/supervisors)

<https://www.fsa.go.jp/seisaku/index.html>

(See page 114 of the FY 2018 Policy Evaluation Report)

#### ►Ministry of Internal Affairs and Communications

Promotion of global strategy in the ICT sector

[http://www.soumu.go.jp/menu\\_seisakuhyouka/kekka.html](http://www.soumu.go.jp/menu_seisakuhyouka/kekka.html)

(See the evaluation report for main policies, implemented in FY 2018) (The programs include non-ODA projects.)

#### ►Ministry of Justice

Promotion of international cooperation in legal affairs

[http://www.moj.go.jp/hisho/seisakuhyouka/kanbou\\_hyouka\\_hyouka01-03.html](http://www.moj.go.jp/hisho/seisakuhyouka/kanbou_hyouka_hyouka01-03.html)

(See page 156-192 of the FY 2017 Ministry of Justice Ex-Post Evaluation Results Report)

#### ►Ministry of Finance

Assistance extended through Multilateral Development Banks

[https://www.mof.go.jp/about\\_mof/policy\\_evaluation/mof/fy2018/evaluation/30hyouka.pdf](https://www.mof.go.jp/about_mof/policy_evaluation/mof/fy2018/evaluation/30hyouka.pdf)

(See page 216 of the FY 2018 Ministry of Finance Evaluation Report)

#### ►Ministry of Education, Culture, Sports, Science and Technology

Promotion of international exchange

[http://www.mext.go.jp/a\\_menu/kouritsu/detail/1405275.htm](http://www.mext.go.jp/a_menu/kouritsu/detail/1405275.htm)

(The programs include non-ODA projects.)

#### ►Ministry of Health, Labor and Welfare

Participation in and contribution to the international community

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

(See the preliminary analysis chart of the policy evaluation)

#### ►Ministry of Agriculture, Forestry and Fisheries

Formulation of comprehensive food security against various risks

<http://www.maff.go.jp/j/assess/hanei/sougo/h30/attach/pdf/h30-1.pdf>

(The programs include non-ODA projects.)

#### ►Forestry Agency

International cooperation and contributions for promotion of sustainable forestry management

[http://www.maff.go.jp/j/assess/hanei/zisseki/h29/pdf/sheet28\\_17.pdf](http://www.maff.go.jp/j/assess/hanei/zisseki/h29/pdf/sheet28_17.pdf)

(The programs include non-ODA projects; ODA evaluation can be found in Measure 8 on page 17-4.)

#### ►Ministry of Economy, Trade and Industry

Support to overseas markets development

[https://www.meti.go.jp/policy/policy\\_management/seisaku\\_hyoka/2018/index.html](https://www.meti.go.jp/policy/policy_management/seisaku_hyoka/2018/index.html)

(See the ex-post evaluation 4-2 of FY 2018 policy evaluation report) (The programs include non-ODA projects.)



► **Ministry of Land, Infrastructure, Transport and Tourism**  
**Promoting International Cooperation and Coordination**  
<http://www.mlit.go.jp/common/001303481.pdf>  
(The programs include non-ODA projects.)

► **Ministry of the Environment**  
**International coordination and cooperation for global environmental conservation**  
<http://www.env.go.jp/guide/seisaku/index.html>  
(See the ex-post evaluation of FY 2018 policy evaluation report) (The programs include non-ODA projects.)

Furthermore, since 2017, MOFA has been conducting internal evaluation on individual projects under Grant Aid implemented by MOFA.

[https://www.mofa.go.jp/mofaj/ms/oda/page24\\_000056.html](https://www.mofa.go.jp/mofaj/ms/oda/page24_000056.html)

### Evaluations by Japan International Cooperation Agency (JICA)

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

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

► **Evaluation on the JICA website**  
[https://www.jica.go.jp/english/our\\_work/evaluation/index.html](https://www.jica.go.jp/english/our_work/evaluation/index.html)

### Partner Country-led Evaluation

MOFA implements partner country-led evaluation once a year, aiming to enhance partner country's evaluation capacity, where a governmental and/or private consulting organization evaluates programs under specific themes such as health, transportation, and disaster risk reduction.

### [MOFA Partner Country-led Evaluations for FY 2018]

#### **Partner Country-led Evaluations Report on Third Country Training Programmes in the Environment Sector 2012-2018 in the Framework of Japan-Mexico Partnership Programme (JMPP) (Brief Summary)**

Full text of the summary and report is available here:

 [https://www.mofa.go.jp/policy/oda/evaluation/FY2018/pdfs/jmpp\\_summary.pdf](https://www.mofa.go.jp/policy/oda/evaluation/FY2018/pdfs/jmpp_summary.pdf)  
<https://www.mofa.go.jp/mofaj/gaiko/oda/files/000496684.pdf>



|                   |   |
|-------------------|---|
| Country           | The United Mexican States   |
| Evaluators        | Mexican Agency for International Development Cooperation (AMEXCID)<br>Consultant: Eriko Yamashita |
| Evaluation Period | November 13, 2018 to February 28, 2019  |

Monitoring mission of TCTP: advisory activities by IMTA officials in Honduras

#### Evaluation Description:

##### (1) Background

Japan-Mexico Partnership Programme (JMPP) celebrated its 15th anniversary in 2018, and Mexican Agency for International Development Cooperation (AMEXCID) and Ministry of Foreign Affairs of Japan (MOFA) agreed to conduct this partner country-led evaluation to analyze the outcomes generated by JMPP in its beneficiary countries as well as in Mexico along with analysis on its process.

##### (2) Evaluation Purpose

Objectives of this evaluation study are as follows: review Japan's overall policies to JMPP; use lessons learned from this review as a reference in policy planning, as well as in its effective and efficient implementation, of Japan's future assistance to Mexico; ensure Japan's accountability by making the evaluation results widely available to the general public.

##### (3) Evaluation Targets

This evaluation covers four Third Country Training Programmes (TCTP) implemented under JMPP in the environment sector between 2012 and 2018 (equivalent to FY 2012 - 2017 in Japan).

##### (4) Evaluation Methodology

The evaluation was conducted in line with the following three criteria based on the Guidelines for the Partner Country-led Evaluation (June 2018) by MOFA.

○Relevance of Policies    ○Effectiveness of Results    ○Appropriateness of Processes

#### Evaluation results

##### (1) Relevance of Policies

Japan's support for regional development in Latin America in the environment sector is highly consistent with the high-level policies of both Japan and Mexico at the time of planning as well as ex-post evaluation. For Mexico,

it is consistent with the International Development Cooperation Law (2012), National Development Plan 2013-2018, and other related legal frameworks in the environment sector. Strengthening the capacity of Mexican institutions for international cooperation through the target TCTPs in the environment sector was highly consistent with Japan's ODA policies. Mexican regulations for AMEXCID and the target TCTP implementing agencies in the environment sector also confirmed the importance of international cooperation through strengthening regional cooperation as well as the promotion of triangular cooperation.

##### (2) Effectiveness of Results

Most of the specific goals established for each TCTP were achieved, and the effectiveness of the target TCTPs was high at the time of finalizing the four target TCTPs.

It was confirmed that several participating institutions implemented their country's political instruments and pilot projects as results of their Action Plans developed in the TCTPs. Through this process, the knowledge and techniques gained from the TCTPs were also disseminated, and they contributed to the improvement of the institutional capacities of the beneficiary institutions.

The capacities of AMEXCID and the Mexican implementing agencies of the target TCTPs to conduct international cooperation were strengthened through the target TCTP implementation. AMEXCID, JMPP's coordinating organization, has demonstrated its increasing capacity to support the related Mexican agencies and actors from both technical and financial perspectives in the target TCTPs.

##### (3) Appropriateness of Processes

The high-level decision-making process by the JMPP Planning Committee has been recognized as a strength of JMPP. Additionally, TCTP in the JMPP framework was confirmed to be one of the most advanced schemes of international cooperation in Mexico in terms of its established mechanisms and operational tools for implementation, which were developed during this evaluation target period.

The diagnostic activities in the target TCTP planning process used to identify the needs and demands of the beneficiary countries were an integral and critical component that enhanced the comparative advantages of the JMPP approach. Among them, AMEXCID and the Mexican implementing agencies highly appreciated JICA's important role, especially for JICA's regional network and technical support.

In terms of monitoring and follow-up mechanisms, the target TCTPs emphasized providing institutional follow-up during the three years of the implementation period. Its effectiveness in generating concrete results was highly regarded by the beneficiary countries as well as the Mexican implementing agencies. However, at the time of this evaluation, the practice of monitoring activities is not systematically structured in the established TCTP process.

#### Recommendations

(1) Enhance strategic selection process of TCTP beneficiary participants.

(2) Strengthen and integrate monitoring and evaluation mechanisms in the TCTP implementation framework to increase the effectiveness of TCTPs.


(3) Support sustainability of the TCTP achievements to generate further impact.

(4) Develop further triangular cooperation projects, including TCTPs in the environment sector, where JMPP's comparative advantages are substantially recognized by the beneficiary countries as well as the Mexican stakeholders.

(5) Strengthen and expand the coordination role of AMEXCID further.

(6) Strengthen the visibility of JMPP and increase its publicity activities.

## **ODA Evaluation Workshop**

 ontribution of Japan

In response to the necessity of fostering the evaluation capacity of developing countries indicated at the meeting of the OECD-DAC Working Party on Aid Evaluation in 2000, MOFA has been holding annual ODA Evaluation Workshops for the purpose of building evaluation capacities of Asian Pacific countries since 2001. Participants have actively shared information about their efforts to improve evaluation capacity and their experience on ODA joint evaluations by recipient and donor countries.

In recent years, participants have also been discussing how evaluations should be adapted to the Sustainable

Development Goals (SDGs) set forth by the 2030 Agenda for Sustainable Development adopted at the United Nations Sustainable Development Summit in September 2015. The 16th ODA Evaluation Workshop was co-hosted by MOFA and the Thailand International Cooperation Agency in January 2019, which provided an opportunity to share knowledge on evaluation capacity building and accountability, focusing on SDGs.

Further, MOFA invited the Manager of the DAC Evaluation Network, OECD-DAC Secretariat to the workshop, and participants had meaningful discussions with him.



Participants of the 16th ODA Evaluation Workshop



# Follow-up of MOFA Third-Party Evaluation Results for FY 2017

MOFA follows up on the implementation status of the response actions for the recommendations provided in third-party evaluations. The following presents the implementation status (as of July 2019) of actions in response to the main recommendations obtained from third-party evaluations for FY 2017.

[Full evaluation reports are available here:](#)

## Country Assistance Evaluation of India



Sustainable Catchment Forest Management  
Project in Tripura:  
Livelihood enhancement activity for the local  
residents (weaving)  
Photo provided by JICA



Project for Dairy Development:  
Milk collection center. Many dairy farmers  
sell fresh milk to a cooperative daily.  
Photo provided by JICA

### Recommendations

It was recommended to define future strategies based on the comprehensive results in the forest resource management sector and to assist in agriculture focused on increasing productivity and value addition. Furthermore, it should be considered to implement environmental and disaster management education and to strengthen cooperation in air pollution control.

Because assistance in the area of “supporting sustainable and inclusive growth” is not as visible as other large-scale infrastructure development projects, creative PR should be employed. Necessary personnel should be assigned to JICA India Office to promote cooperation with local NGOs and private sector as well as to support Japanese companies doing business in India. Considerations based on inclusiveness and sustainability in the infrastructure development sector should be referred in the next revision of the Country Assistance Policy for India.

### Implementation status of response measures

Based on the requests from the Government of India as well as the Country Assistance Policy, the implementation of yen loan projects was decided in FY 2018, including “Project for Sustainable Catchment Forest Management in Tripura” to support sustainable forest management and livelihood enhancement activities and “Project for the Dairy Development” to help upgrade cold chains (low temperature-controlled supply chains).

Japan formed training program in Japan, such as “Sustainable Forest Management and Biodiversity Conservation” to share lessons learned and experiences along with knowledge and technology based on Japan’s assistance in the forest sector to stakeholders in each state of India.

In addition to press release, Japanese Embassy is striving for PR by vigorously utilizing Embassy’s Facebook and opportunities of Ambassador’s interviews. JICA is making efforts to further enhance PR through announcing projects on the international days in addition to launching its Facebook in 2019.

Pertaining to expansion of JICA office, the possibility of assigning additional personnel to reinforce SMEs and SDGs business support is under consideration. Japan is also considering setting up a point of contact to strengthen cooperation with local NGOs.

Japan is carefully examining the timing and description of the next revision of Country Assistance Policy.

## Country Assistance Evaluation of the Republic of Uganda



Project for TVET-Leading Institution’s Expansion of Human  
Resource and Skilled Workforce Development for Industrial Sector:  
Trainees in the electronics lab for vocational training  
Photo provided by JICA



Computer class at St. Mbaaga College in Kakiri,  
Wakiso  
Photo provided by Koji Sato/JICA



Nakawa Vocational Training Institute  
Photo provided by JICA

### Recommendations

Japan should strengthen its engagement in enhancing policies and systems of Uganda in order to expand projects. It was also recommended to reinforce measures to develop ownership and self-help effort of Ugandan counterparts. Furthermore, exit strategies should be formulated for long-term assistance projects, especially for vocational training, and let Ugandan counterparts take initiatives of management.

Japan should strengthen its local ODA implementation structure, including Japanese Embassy and JICA office, and actively utilize policy advisors. It is also important to find and develop human resources specialized in development cooperation policies.

It was also recommended that Japan should develop and actively utilize human resources knowledgeable about Japan as well as strengthen interaction between Uganda and Japan at multiple levels.

### Implementation status of response measures

Cooperation in rural areas was started in 2018 under Ugandan Government’s efforts concerning JICA vocational training program, aiming for its nationwide development. Besides, JICA survey team was dispatched to discuss with Ugandan counterparts in April 2019. Japan has been diligently urging Uganda to transfer management responsibilities for vocational training, taking opportunities of high-level meetings.

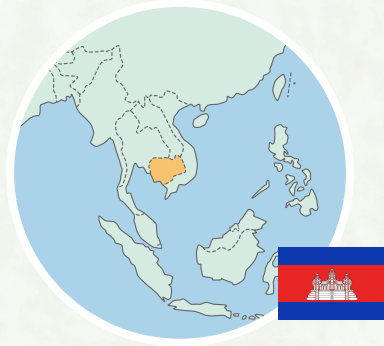
The possibility of reinforcing the personnel of Embassy and JICA office is still under consideration. Japan will continue to strive to acquire and develop human resources as well as actively using policy advisors.

In addition to starting to share information on Japan’s economic cooperation to Uganda in the security measures meeting for Japanese nationals, Embassy began delivering its monthly Uganda Newsletter by email to those who wish to receive it.

In August 2018, former students studying in Japan were invited to a farewell ceremony held for participants of the African Business Education Initiative for Youth (ABE Initiative) in order to promote local networking. The Association of Uganda Japanese Scholarship attended the international education fair in Kampala, organized by Japanese universities and they gave presentation on their experiences in Japan. Moreover, Networking Fairs has been held also in Japan for Japanese companies and ABE Initiative participants.



## Country Assistance Evaluation of Cambodia



West Tonle Sap Irrigation Rehabilitation Project:  
Main canal in Lum Hach area (before improvement)  
Photo provided by JICA



Inviting young politics-oriented Cambodians (Courtesy call on Foreign Minister Kono,  
December 3, 2018)

### Recommendations

It was recommended that Japan should continue support for “high quality infrastructure” and simplify and speedup the decision-making and administrative procedures, taking into account a relatively declining Japan’s assistance scale.

To secure aid quality and quantity, the Government of Japan should cooperate with the private sector and donor agencies. Agencies such as the Japan Bank for International Cooperation and the Asian Development Bank are good partners to cooperate as they are capable of making substantial financial contributions.

Japan should provide more opportunities for Cambodians to study in Japan in order to establish tighter bilateral relationship. Enhancement and expansion of ODA are expected for human resource development in various fields such as education and water supply.

Japan should provide support to improve governance proactively, which is capable of distinguishing Japan’s aid from other donors such as China. Further, Japan should expand cooperation through participation of broader strata of citizens such as NGOs, judicial officials.

### Implementation status of response measures

To promote Japan’s high quality infrastructure, Japan announced cooperation, at the Mekong-Japan Summit Meeting in October 2018, on the irrigation rehabilitation for agriculture as well as on the construction of electric data interchange system for port control.

Japan is making efforts to simplify and speedup the decision-making and administrative procedures through intimately sharing information with the Government of Cambodia.

The Embassy of Japan and members of the Japanese Business Association have jointly held and will continue to hold public-private committee meetings a couple of times a year to make proposals for improving the investment environment directly to Cambodian relevant ministries. In February 2019, Memorandum was signed between the Ministry of Land, Infrastructure, Transport and Tourism of Japan and the Ministry of Land Management Urban Planning and Construction of Cambodia on the establishment of Cambodia-Japan Platform on the development of infrastructure and urbanization, followed by the first meeting with many Japanese companies attended.

Upon a request from the Government of Cambodia, the Exchange of Notes was signed in May 2018 on the Project for Human Resource Development Scholarship, which is designed to support young Cambodian government officials to study in Japan.

Moreover, young Cambodians who are in the field of politics, judicial and election were invited as part of Japan’s assistance for governance.

## Evaluation of JICA Volunteer Program



Team huddle in a game of volleyball (Laos)  
Photo provided by Kenshiro Imamura/JICA



Activity at a seniors care facility (Brazil)  
Photo provided by Atsushi Shibuya/JICA

### Recommendations

The program design and management process should be reviewed, including the title “JICA Volunteer Program” and its system.

The position of the “JICA Volunteer Program” should be clarified in Country Assistance Policies and Rolling Plans in the longer term. It should also consider establishing new occupation categories as well as expanding partnerships.

Concerning the “Nikkei Communities Volunteer Program”, efforts should be made to strengthen training on the principles of Nikkei community support, expand the volunteer application requirements to include Nikkei (emigrants of Japanese descent). It was also suggested to strengthen participation in various activities in dispatch destination countries, increase support in Nikkei communities, improve name recognition for Nikkei community volunteers in Japan.

The support system for JICA Volunteer Coordinators as well as JICA volunteers should be enhanced in terms of treatment, respect extended to them.

### Implementation status of response measures

Since the word “Volunteer” did not necessarily represent the essence of the JICA Volunteer Program, its Japanese title of the program was changed accordingly. Moreover, program’s category was changed from age division to division by experience and skills. The pre-dispatch training curriculum was reviewed for participants in order to retain necessary knowledge as well as to recognize their role as “grassroots diplomats.”

The format and content of dispatch policy and plan for each country were reviewed to improve consistency with Country Assistance Policy and Rolling Plan. Further, policies were reviewed to promote project formation based on effective partnerships with universities, local governments, and private sectors.

Concerning the “Nikkei Communities Volunteer Program”, PR campaigns were carried out to promote understanding of the Nikkei communities and raise awareness of the program. JICA also participated in the Nikkei community events held by NPOs to encourage Nikkei with Japanese nationality to submit volunteer applications.

The recruitment, selection, dispatch process for JICA Volunteer Coordinators were reviewed. Also, efforts were made to communicate the value of volunteer experience to companies and local governments by increasing report and exchange meetings. JICA established a system that can provide adequate career support in a timely manner by conducting questionnaire surveys to understand the movement of returning volunteers.



## Evaluation of Japan's ODA to Africa through the TICAD Process for the Past 10 Years



Water well in Dongol Village (Guinea) Photo provided by Tatsuo Sakamoto/JICA

### Recommendations

It was recommended that regional projects encompassing multiple countries in the region as well as south-south cooperation between African countries should be fostered to enhance the sharing and transfer of development results across Africa.

Further efforts should be made to reinforce cooperation with other donors, the African Union Commission (AUC) and the United Nations Development Program (UNDP). Moreover, it was suggested to promote TICAD's namesake projects and facilities for broader recognition.

Accelerating the decision-making process would help increase Japan's presence in Africa. Therefore Japan should examine how to shorten the time required to make decisions on the implementation of projects in fields specified in the policies as core areas.

### Implementation status of response measures

Japan continues to strive for regional and south-south cooperation and is making efforts to include these descriptions as much as possible in the documents for the assistance policy to Africa. For example, the West Africa Growth Ring Master Plan, which Japan supported to formulate, was completed in 2018. Japan has been striving for its implementation in cooperation with relevant countries and other donors.

Japan has been enhancing collaboration with the World Bank, UNDP, and AU on assistance and development to Africa. Preparatory Co-organizer meetings were held for TICAD7, and future cooperation is also being discussed.

Japan will continue to explore suitable projects for promoting TICAD's namesake projects and facilities. Efforts are made to expedite the implementation of the core TICAD projects, such as yen loan projects.



Buildings in the center of Nairobi viewed from the Nairobi National Park (Kenya)  
Photo provided by Shinichi Kuno/JICA



Motor tricycle taxis in the city (Ethiopia)  
Photo provided by Takeshi Kuno/JICA

## Evaluation on Japan's Assistance to Connectivity in the Mekong Region with a Focus on Southern Economic Corridor



View of central Bangkok from a skyscraper (Thailand)  
Photo provided by Shinichi Kuno/JICA



Project for Harmonized, Practical Legislation and Uniform Application of Law :  
Seminar held at the Hai Phong Prosecutor office (Vietnam)  
Photo provided by JICA

### Recommendations

It was recommended to integrate Mekong-Japan regional cooperation policy by reinforcing collaboration between MOFA and other ministries and agencies of Japan and clearly explain the aims and methods of the policy to each Mekong region country.

It is necessary to verify Japan's development policy priorities based on the development policy and needs of each Mekong country, and implement development cooperation linked to enhancement of international competitiveness.

Japan should aim to revitalize the regional economy through continuing support that leverages the special characteristics of each country as well as institution building.

It was also recommended to strengthen connectivity in the Southern Economic Corridor and demonstrate Japan's initiatives in supporting the Mekong region.

It is necessary to continue assisting Mekong country with policy formulation and institution building by dispatching long-term experts, as well as promote regional collaboration through triangular cooperation that leverages each country's field of expertise.

### Implementation status of response measures

MOFA closely cooperated with other ministries and agencies of Japan during the coordinating process of the "Tokyo Strategy 2018 for Mekong-Japan Cooperation" adopted at the 10th Mekong-Japan Summit Meeting in 2018. Japan carefully explained the direction of Japan's assistance to each Mekong country through summit meetings etc.

In the "Tokyo Strategy 2018", Japan specified more than 100 possible Mekong-Japan Cooperation projects that would serve to realize the Ayeyawady-Chao Phraya-Mekong Economic Cooperation Strategy (ACMECS) Master Plan, led by Thailand. Japan will contribute to sustainable industrial development in the Mekong region through the steady implementation of these projects.

The "Tokyo Strategy 2018" sets out three pillars, (1) Vibrant and Effective Connectivity, (2) People-Centered Society, and (3) Realization of Green Mekong. In order to realize the Vibrant and Effective Connectivity, Japan continues to support in accordance with the Strategy, identifying issues and countermeasures respectively for hard connectivity, soft connectivity, and industry connectivity.

Also, in the "Tokyo Strategy 2018", the "Free and Open Indo-Pacific (FOIP)" initiative is shared to strive for strengthening regional connectivity. Furthermore, the "Mekong-Japan Initiative for SDGs toward 2030" is being formulated based on the Leaders' decision and Japan is taking its initiative.

Japan continues to support the capacity development of legal sector by dispatching long-term experts through JICA's technical assistance and to implement training programs in Japan, including JICA knowledge co-creation program. Moreover, support to the Mekong region has been enhancing through the implementation of triangular cooperation with Thailand based on the partnership agreement between JICA and Thailand International Development Cooperation Agency (TICA).

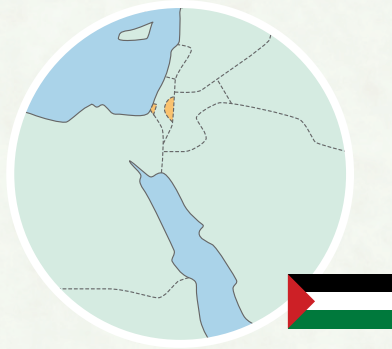


# Evaluation of Individual Project under Grant Aid

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



## 2 Non-Project Grant Aid (FY 2014 Palestine)



### Recommendations

The project scope should be clarified according to each purpose of emergency and humanitarian assistance and development assistance. MOFA should also enhance its function to ensure the relevance of project scope in the project planning stage.

The discussion record of changes to project process should be preserved. Appropriate PR should be implemented and it is desirable to report back to Japan on the operation and maintenance conditions of equipment from the recipient country.

### Implementation status of response measures

More efforts are being made to define the urgency of the project when considering a new project. Furthermore, MOFA is striving to form and implement the most effective assistance without duplication, based on well coordination with the Embassy of Japan and international organizations local office or office in Japan.

The records of the review process are stored appropriately. MOFA continues to preserve the records thoroughly.

MOFA has been actively implementing PR about Japan's assistance for Syrian refugees, utilizing MOFA's website and opportunities at international conferences.

Attention is paid to make a mechanism for enhanced collaboration with project executing agencies, considering monitoring, management after delivery and proper PR for Japan's aid.

### Recommendations

Further collaboration between MOFA Headquarters and the Overseas Establishments is critical for timely submission of project completion reports. It is also essential to compile examples of the use of counterpart funds as office references as well as to implement PR proactively in both Japan and the recipient country.

### Implementation status of response measures

The project completion report or a progress report has been submitted almost without delay by making frequent inquiries to Palestine. Palestinian counterparts have realized that the report submission is a prerequisite for approval of new projects.

This case has been introduced in training for newly assigned personnel of the International Cooperation Bureau of MOFA as an example of good practice (excellent implementation) of counterpart fund projects in economic cooperation.

MOFA continues to actively promote PR, such as timely posting information on websites of Overseas Establishments.

## Special Interview



## “Considerations on ODA Evaluations”

Ministry of Foreign Affairs (MOFA) has recently been striving to expand the “evaluation from diplomatic viewpoints” in the ODA evaluation. It has been implemented in all evaluations since FY 2015. We interviewed four experts regarding the following points in ODA evaluations: the significance of the evaluation from diplomatic viewpoints; the differences when considering “national interests” in ODA from the perspectives of both ODA evaluation and development cooperation; expected synergies to improve the transparency and accountability as the evaluation’s goals.

### Interviewers



ODA Evaluation Division, Ministry of Foreign Affairs of Japan

Keiichi Muraoka, Director

Joji Miyamori, Senior Deputy Director





## Aiming for ODA that contributes to peace, prosperity, and stability of the world (global interests), as well as to reinforcement of the “human security” of our country and partners!

Ryokichi Hirono (Professor Emeritus of Seikei University, Advisor of the Japan Evaluation Society)

**Muraoka:** *Development Cooperation Charter mentions “evaluation from diplomatic viewpoints.” When formulating this charter, MOFA conducted a review of Japan’s ODA evaluations for the past ten years. Professor Hirono was the chief evaluator for the review.*

*What are your thoughts on “evaluations from diplomatic viewpoints,” such as how ODA that uses tax revenues contributes to diplomatic policies?*

**Prof. Hirono:**

**1. Ideal Japan’s ODA: Promoting "global interests" and "national interests in the narrow sense"**

It can be said that every country’s foreign policy protects and promotes a broad meaning of national interests.

First, the “national interests in the broad sense” includes universal interests which are common to all countries and people in the world, namely “global interests” and “national interests in the narrow sense.” Japan is currently mainstreaming these global interests into its diplomatic policy. If neglecting global interests, no country would be trusted and respected by the world as a responsible member of the international community. “Global interests” means to secure the principles of “freedom from fear, hunger, and ignorance” adopted by the UN Charter. That is, ensuing “human security” through resolution of domestic and international conflict, peacebuilding, poverty eradication, education dissemination, and health promotion. Since then, “freedom from natural and environmental degradations and social discrimination” was added to the definition of global interests. In other words, environment conservation and establishing fair societies have been newly added in response to changes in the international community. Japan considers all of these as global interests and is actively working toward the development and independence of developing countries that are not particularly blessed in economic, social, environmental, and safety aspects. Thus, it is required for Japan’s ODA evaluation to assess from the perspective of promoting global interests.

Japan’s diplomatic and ODA policies also have other essential responsibilities, such as promoting its national interests in the narrow sense. That includes Japan’s security and stability, prosperity, ensuring the safety of its nationals, occupying an honored position in the international society, and maintaining good-neighborly and friendly relations. Furthermore, the development of the global environment is crucial for Japan to lead to achieve them. Pursuing national interests in the narrow sense is common among all ODA donor countries, although their specific details, scope, and degree vary from country to country. Not only will they differ depending on the each country’s historical background, economic and social structure, dominant values, religious background, but also vary based on individual and security priorities. Therefore, respecting diversity is indispensable in the formulation and implementation of ODA policies. As social divisions are more and more prominent in both at home and abroad in today’s world, the promotion of national interests in the narrow sense should be employed based on transparent and inclusive international rules. Under such circumstances, it is no overstatement to say that there is an urgent need for assistance to enhance global interests. The same can be said for the evaluation.

**2. Make More Use of Japan’s Strengths: A bridge between developed and developing countries**

Dissonances are intensifying not only between developed and developing countries, but also among developed countries, among emerging, more developed, and least developed countries, as well as among countries with different political systems, in formulating and implementing international cooperation policies. For example, the America First policy, EU’s refugee policy, China’s Belt and Road Initiative, issues surrounding Russia’s CIS countries, and escalating conflicts in the Middle East are all contributing to the dissonances. Japan is currently a member of the developed countries. However, it has experiences of hardship and pain as a developing country not only under the unequal trade treaty during the modernization of the Meiji period but also as a recipient country during the post-war reconstruction process. Further, despite the recent economic globalization, Japan has a relatively low degree of income disparities compared to other developed countries, and it can be said that there is a minimal tendency for social divisions and conflicts among the people. Japan has a high-level ability to reconcile various interests, which is crucial for promoting smooth international cooperation. It is essential to make full use of this unique strength in this conflicting international community. While encouraging developing countries to accept and observe the international rules from the medium to long-term perspective, Japan should advise Western countries to avoid using urgent and rigid principles. It is essential for Japan to recognize its significant role in bridging between the Western countries and developing countries.

**3. Create Japan’s Model for International Cooperation Framework: ODA that reflects a donor country’s ability to contribute**

In promoting international cooperation, it is critical for Japan to encourage ODA donor and recipient countries that overemphasize putting their own country first, to follow the agreed international cooperation rules. A policy of “our country first” is not the problem. The real problem is the fact that ignoring the agreed international cooperation framework will lead to destabilization and mutual distrust of the international community. Therefore, Japan should further advocate this to the international community. Besides, severe and more diverse natural disasters are frequently occurring in various parts of the world, affected by climate change, which requires a more extensive, fast, and effective international cooperation system. Currently, all major ODA donor countries have substantial budget deficits and are experiencing economic growth slowdown. Taking that into account, Japan should establish a role-sharing and cooperation system based on the comparative advantage of each stakeholder as ODA’s important partners, such as private companies, civil society, universities, research institutions, and foundations. Private companies, in particular, have enormous financing, technical, and management capabilities. By doing so, Japan should be able to establish both domestic and international environments to promote “Cooperation that reflects a donor country’s ability to contribute.” Providing this Japan’s new model in international cooperation, Japan should encourage other countries to follow suit. Furthermore, it is also essential to demonstrate leadership in building an international cooperation framework that is rich in cultural diversity as one of Japan’s important diplomatic goals since Japan is aiming to be a nation with a cultural export-driven economy. This can be achieved by further disseminating knowledge, skills, experiences, and values of all levels nationals, appreciated by the international community, along with the unique arts and culture of each country.

## The most important point is that the number of people who eagerly work for the field of development increases.

Juichi Inada

(Professor of Senshu University)



**Muraoka:** *We incorporated some enhanced evaluation points from diplomatic viewpoints into the Guideline last year. I would like to ask you to*

*tell us what you have noticed in that respect from working as a chief evaluator for Japan’s ODA to Angola.*

**Prof. Inada:** Evaluating from diplomatic viewpoints is quite difficult unless national interests are clearly defined in the first place. When it comes to defining national interests, there are several ways to understand them, including high-level and middle-level perspectives, as well as a project-level view. There are more than one definition of national interests in the decision-making process in ODA; therefore, it is challenging for the third-party to assess them from diplomatic viewpoints.

**Muraoka:** *You mean, it’s challenging to evaluate one by one as an additional task within limited time and resources...*

**Prof. Inada:** In addition to time constraints, there is also a fundamental issue of what our national interests are. In the case of “evaluation from diplomatic viewpoints,” it is also a national interest in the narrow sense when diplomatic relations between Japan and recipient country are strengthened by providing ODA. I believe that it is a long-term national interest to make it easier for Japanese to take an active part in the international community by contributing to the improvement of the economic society of developing countries with resources in which Japan has comparative advantages.

From this point of view, human resource development is a resource that Japan has comparative advantages and can make a good use of. The point is to train people in developing countries and increase the number of Japanese who are involved locally. It doesn’t matter whether they are

experts or volunteers (JOCVs). Japanese experts and JOCVs can feel proud of themselves by getting involved in the human resource development of the recipient countries. Besides, this can also lead to an increase in the number of people who are pro-Japan or well-versed in Japan as well as can provide a place for experts and young to shine. In my opinion, to increase such opportunities is a national interest that will help Japanese people to live a better life in the long run. It takes time to develop human resources, but costs less compared to other projects, so I think it is a fruitful activity.

**Muraoka:** *That can actually lead to winning trust from developing countries...*

**Prof. Inada:** That’s exactly right. Don’t you think that the most important thing is to increase the number of people thriving on the work which they can feel proud to be part of? I had an opportunity to meet with an official of the Embassy of China when I visited Angola for the evaluation survey last year. He says, “Among Japan’s ODA projects, Japan’s human resource development project is highly valued. Chinese people work on a project for a few years and then quickly move on to another project. On the other hand, Japan’s human resource development project is long-standing and effective. That’s Japan’s strength.” Within Japan’s limited ODA budget, the key to the Japanese assistance model is that it is something that the recipient appreciates, the Japanese can thrive on, as well as both Japan and the recipient country can benefit from. I think this could further lead to Japan’s national interests.

**Muraoka:** *When evaluating from diplomatic viewpoints, it is more persuasive in the use of ODA as tax money if we can clearly explain causality between trust we are winning from developing countries through ODA and diplomatic objectives.*

**Prof. Inada:** From the perspective of the effective use of taxes, frankly, I’m afraid that some projects are not generating enough results for the money spent on dispatching Japanese experts and JOCVs. However, if you look at them from the national interest point of view, regardless of their effectiveness, they are still part of Japan’s national interests in the long run. That’s because a contact point is created by Japanese people getting involved locally in the recipient country, and close relationships are built by making more local people familiar with Japan.

**Miyamori:** *I agree. Japan’s ODA, once boasted the most substantial aid in the world, has sent an enormous number of experts and JOCVs all over the world, and we can’t deny the fact that it has contributed much to Japan’s internationalization.*

**Prof. Inada:** You’re correct. ODA is said to be a diplomatic tool, and historically, abundant ODA funding and tools became a kind of leverage and contributed to an increase in diplomatic influence. Recently, the impact of financial aid has declined, but the high ability, which Japan has accumulated in terms of expertise in high-quality manufacturing, infrastructure development technology, and fair procedures in procurement, is still essential for Japan. However, it will not last long unless this expertise is objectively valuable and applicable worldwide. Knowledge of privatization as well as in improving governance promoted by the World Bank are efficient and necessary in the development and continue to be long-lasting, despite being criticized from various directions. I feel that Japan should also have competitive expertise in intangible aspects and strive to engage Japanese people in the international community.

**Muraoka:** *In other words, we should enhance the areas of our comparative advantages...*

**Prof. Inada:** That’s right. I think it is necessary to strengthen such areas.





**It is up to individual Japanese to decide on which of the four reasons to provide ODA is more important than the others: humanitarian purpose, moral responsibility, mutual interest, and self-interest.**

**Tatsufumi Yamagata** (Professor of Ritsumeikan Asia Pacific University,  
President of the Japan Society for International Development)

**Muraoka:** *In the field of ODA evaluation, it is pointed out that we should evaluate not only from development viewpoints but also from diplomatic viewpoints. However, we have been assessing through trial and error since there is no established methodology. Please tell us what you think about national interests in terms of development cooperation, from your current position as the president of the Japan Society for International Development (JASID).*

**Prof. Yamagata:** We, evaluators, are strongly aware that we represent the people of Japan when evaluating since ODA evaluations are conducted by the Japanese government. I had been feeling that it stirred quite a lot of confusion how to define “Japan’s national interests” at ODA project sites since it was clearly stated in the Development Cooperation Charter in 2015. We felt the urge to help resolve that situation. So, we held a special session at the annual conference of JASID in 2018. Then, as a result, Mr.Kiya and I published a book called “Why should we act for international cooperation?” (Masahiko Kiya and Tatsufumi Yamagata, 2019).

I explained in the book that “for” in the phrase “Japan’s ODA should be provided for the Japanese people” had two meanings. One is “on behalf of,” which implies that the Government of Japan will provide assistance on behalf of the people of Japan. The other is “for the sake of,” which means to show who the beneficiaries are, and in this case, it is the aid benefiting people in developing countries. We considered the impression of the Japanese in using ODA for people of developing countries as beneficiaries. According to the analysis by Professor Hulme of the University of Manchester, there are four possible feelings behind the reason why the Japanese use ODA for developing countries: (1) pure humanitarian purposes; (2) moral responsibility for what developed countries have done to developing countries as colonial suzerain states; (3) mutual interests, where benefits of a developing country received by Japan’s aid will eventually benefit Japan; (4) direct self-interest. In the 2000s, idealism with full of hope for the new millennium permeated throughout the world, and even talking about national interests of donor countries was considered unacceptable. For the following ten years, it seemed improper to not mention national interests. It makes me wonder if it’s a reaction to the prior decade. We brought up a question to readers in this book that it is a matter of personal choice, which of those four reasons is more important.

**Muraoka:** *I think the most difficult part for a third-party evaluation team is what they are supposed to assess is so ambiguous when evaluating from diplomatic viewpoints. We will keep discussing with them about this so that we can deal with them in MOFA side.*

**Prof. Yamagata:** Regarding evaluation as a PR tool, it is better to present positive aspects of the evaluation target; however, it is natural to have negative aspects pointed out in the evaluation. In my case, I always remind myself to point out shortcomings while listing all the positives.

**Muraoka:** *We respect objective assessment by chief evaluator and hope that development cooperation staff can utilize evaluation results. Evaluation from diplomatic viewpoints is a very difficult subject. Personnel of MOFA are stakeholders themselves, and they are professionals in diplomacy. Therefore, they may feel that they don't need to be told by others. However, a third-party evaluation doesn't mean to assess their diplomatic practice itself. We are experimenting to see if we can create a compelling story by examining published facts in order to convince them that evaluation is conducted from the perspective of how ODA contributes to diplomatic goals.*

**Prof. Yamagata:** It is challenging to link each development project and its impact on the entire socio-economy of each recipient country.

Also, I feel that the general public is seeking a clear and distinct impact of ODA. For example, when I give a lecture, I’m sometimes asked, “Are partner countries grateful for Japan’s ODA in the first place? If the recipient country is grateful, we should continue. Isn’t it worthless if they don’t even appreciate the aid?” Now, it’s easy for me to answer “They are grateful.” However, we need to explain that being grateful doesn’t make recipient countries vote for Japan in the UN, for example, since there are other donors who aid the same developing countries.

I would also like to emphasize that Japan has been doing its best for a long time with pride in providing high quality professionalism and support as Japan’s feature. However, it can be easily forgotten unless continued, even if a partner country recognizes such perception of Japan. If the partner country thinks “Japan uses ODA for Japanese companies” and such a thought disseminates, we might lose the partner country’s trust we worked hard to win. I strongly feel that we must avoid such a situation.



**When evaluation reports including “evaluation from diplomatic viewpoints” accumulate, it can help nurture people and organizations.**

**Kiyoshi Yamaya** (Professor of Doshisha University, President of the Japan Evaluation Society)

**Muraoka:** *MOFA is striving to enhance “evaluation from diplomatic viewpoints” by presenting specific evaluation questions. Professor Yamaya served as a chairperson at the expert review meeting on the survey of the trial results towards the enhancement of “evaluation from diplomatic viewpoints” in FY 2017. In response to these results, the ODA Evaluation Division revised the ODA Evaluation Guidelines (11th Ed.). However, we continue to experiment due to issues such as difficulty in proving the cause-and-effect connection between ODA outcomes and diplomacy.*

**Miyamori:** *Is there any other country commissioning “evaluation from diplomatic viewpoints” to a third party?*

**Prof. Yamaya:** I don’t think there is. It’s an organizational issue when the ODA Evaluation Division, which is under Minister’s Secretariat, instead of the department taking charge of all foreign policies, must evaluate from the diplomatic perspectives. Nevertheless, you have done it so far. In my opinion, it cannot be more remarkable to have the number of evaluation reports including evaluation from diplomatic viewpoints, increase more and more. It will certainly be quite an advantage for MOFA once these reports get accumulated. Even if personnel change, successors will be able to understand easily, which will contribute to the continuation of diplomacy.

**Miyamori:** *Are there any other Japanese ministries commissioning policy evaluation to a third party?*

**Prof. Yamaya:** No. There is no other. In that sense, third-party ODA evaluation is quite unique, and that is also its strength. Other ministries have to conduct self-evaluation since it is stipulated

by the law, and it is difficult to accumulate expertise for evaluation. On the contrary, MOFA’s ODA evaluation uses a considerable amount of external expertise, and also a specialist is appointed as a director of the ODA evaluation division. That contributes too much higher-level, high-quality reports. When you line up all evaluation reports, they sure become an asset.

**Muraoka:** *It is important to be rational when we line them up. When evaluating from diplomatic viewpoints, sources of information are picked through trial and error. We have been putting a little more serious effort for the past few years, and it seems to be that we have stepped up to the next stage from where we started when we were just trying to put together something representable.*

**Prof. Yamaya:** You are indeed entering the next stage. The reports can be used for educating researchers and scholars, as well as fostering consultants. The quality of evaluation will improve if there are many of such consultants. MOFA is developing human resources in that respect.

**Muraoka:** *There are also challenges in rating when evaluating ODA.*

**Prof. Yamaya:** Japanese society is very sensitive toward the word, “evaluation” written in Japanese, and they tend to misunderstand it or get offended by it, although that won’t be a problem if written in English. I think everyone has a hard time dealing with that.

**Muraoka:** *We hope to achieve a persuasive evaluation, including ratings from multiple perspectives while adhering to the principle of ensuring the independence of evaluators who make value judgments.*



## Editor's Note

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| How were the Interviews with experts on evaluation from diplomatic viewpoints?  | has been working on for the past few years is an attempt to convey consistency between Japan's foreign policy and ODA policy clearly to the people of Japan through interviews and literature survey. This attempt is drawing attention from DAC stakeholders in response to growing global expectations for development of new evaluation methodology suitable for SDGs. |
| Viewpoints and criteria are briefly explained on page 2 of this report. The OECD-DAC Network on Development Evaluation (EvalNet) has been discussing how to achieve the Sustainable Development Goals (SDGs), adopted at the United Nations in 2014, which is a trending topic in Japan. EvalNet has been pursuing a review of the current five evaluation criteria (Relevance, Effectiveness, Efficiency, Impact, and Sustainability) which first laid out in 1991 and exploring adapting them in line with the SDGs. After consultative adaptation process, one new criterion, “Coherence” will be added to the original criteria as diverse viewpoints in order to analyze consistency between ODA and other policies as well as international agreements. | DAC aims to redefine the current evaluation criteria and release a new evaluation criteria contained “Coherence” by December 2019. <sup>(*)</sup> Taking this opportunity, Japan is expected to contribute to further global development of ODA evaluation and to promote to achieve SDGs of the 2030 Agenda, through its experience in ODA evaluation.                   |
| The “evaluation from diplomatic viewpoints” that MOFA   | Keiichi Muraoka<br>Director, ODA Evaluation Division, Minister's Secretariat,<br>Ministry of Foreign Affairs  |

(\*)The new Evaluation Criteria was adopted by the DAC meeting on 10 December 2019.

## Related Websites

Official Development Assistance (ODA), Ministry of Foreign Affairs of Japan  
<https://www.mofa.go.jp/policy/oda/index.html>

ODA Evaluation, Ministry of Foreign Affairs of Japan  
<https://www.mofa.go.jp/policy/oda/evaluation/index.html>

ODA Evaluation Guidelines 12th Edition  
[https://www.mofa.go.jp/policy/oda/evaluation/basic\\_documents/pdfs/guidelines12th.pdf](https://www.mofa.go.jp/policy/oda/evaluation/basic_documents/pdfs/guidelines12th.pdf)

Individual Evaluation Report  
<https://www.mofa.go.jp/policy/oda/evaluation/index.html>

Annual Report on Japan's ODA Evaluation  
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