



Annual Report on Japan's

ODA Evaluation

2020

Ministry of Foreign Affairs of Japan

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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. The Ministry of Foreign Affairs of Japan (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 Implementation Process

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 evaluations by dividing their roles.

Japan has steadily conducted ODA evaluations 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 Organisation for Economic Co-operation and Development (OECD-DAC).

MOFA primarily evaluates ODA policies by commissioning third parties, such as external experts and consultants from the private sector. Meanwhile, JICA primarily evaluates the individual projects that it is responsible for implementing.

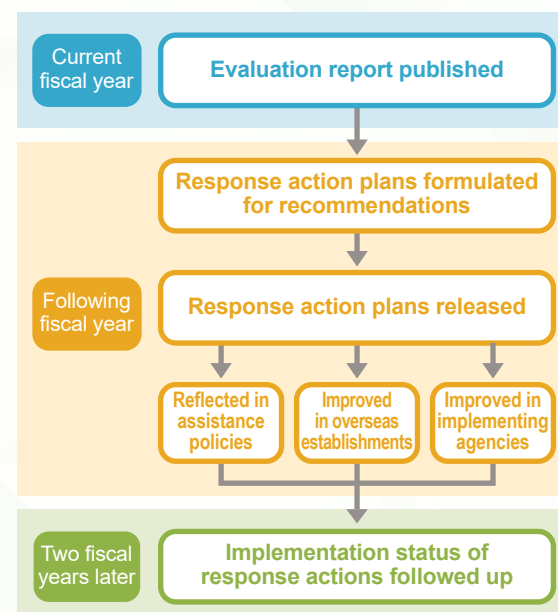
MOFA also provides assistance with the aim of improving the evaluation capacity of developing countries.

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

Utilization of ODA Evaluation Results

It is essential that the evaluation results and recommendations obtained from ODA evaluations are utilized by MOFA, which is responsible for planning and formulating ODA policies, and JICA, which is responsible for implementing individual projects. They must be reflected in future policymaking 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 implementation status of the response actions and publishes the results in MOFA's ODA annual reports.

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



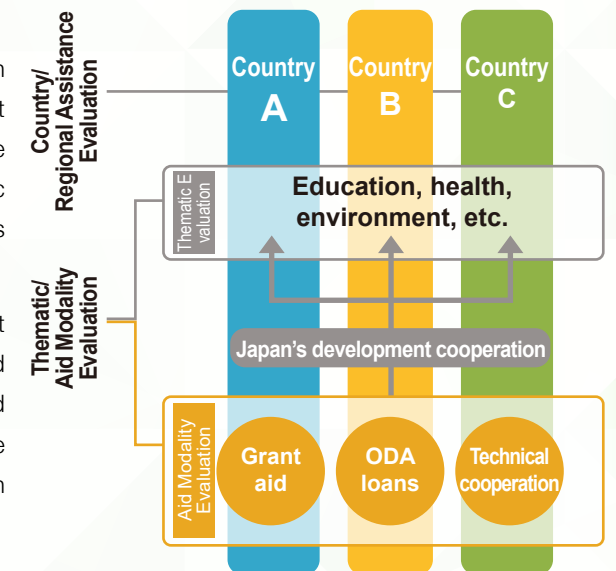
Evaluation Targets

MOFA's ODA evaluations can be classified according to the evaluation targets. In Country/Regional Assistance Evaluations, the development cooperation policy for a specific developing country or region, such as the Philippines, is evaluated. In Thematic/Aid Modality Evaluations, a specific theme is evaluated, such as education, health or the environment, as well as a particular aid modality, such as technical cooperation or grant aid.

Furthermore, since FY 2017, MOFA has also been conducting ex-post evaluations in the form of third-party evaluations for individual grant aid projects, implemented by MOFA, in which the maximum amount of aid offered is one billion yen or more. For individual grant aid projects where the maximum amount offered is 200 million yen or more and less than one billion yen, internal evaluations are conducted and the results are made public.

<ODA individual grant aid project evaluation report (internal evaluations)>

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



Evaluation Viewpoints / Evaluation Criteria / Evaluation Questions

Through ODA evaluations (third-party evaluations), MOFA examines the extent to which Japan's ODA contributes to development in the partner countries (Development Viewpoints) and the impacts that it has on Japan's national interests (Diplomatic Viewpoints). MOFA's ODA Evaluation Criteria are as described below.

1 Evaluations from Development Viewpoints

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

■ Relevance of Policies

How relevant is the ODA policy to Japan's high-level policies (including consistency of related policies, such as its development policy, humanitarian policy and education policy), the needs of partner countries, and international priority issues? How outstanding is Japan's ODA compared to other donors?

■ Effectiveness of Result

What results has Japan's ODA produced? What levels of effects and impacts has it shown?

■ Appropriateness of Processes

How appropriate was the policymaking and implementation process? Was effective donor coordination undertaken?

2 Evaluations from Diplomatic Viewpoints

■ Diplomatic Importance

How is Japan's ODA important in solving global priority issues, strengthening bilateral relations, and promoting Japan's security and prosperity?

■ Diplomatic Impact

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



▲ Nepal: Technical assistance on how to use an artificial ventilator
Photo provided by JICA

»» Highlights of the FY 2019 ««

MOFA ODA Evaluations

This annual report presents an overview of MOFA's third-party ODA evaluations in FY 2019. The results of the evaluations, which were commissioned to external evaluators, have been summarized from the development and diplomatic viewpoints, respectively.

Evaluations from Development Viewpoints

In terms of **Relevance of Policies**, most evaluations resulted in highly satisfactory ratings. The target development cooperation policies were consistent with Japan's high-level ODA policies, international priority issues, and the needs of partner countries. Furthermore, the **Effectiveness of Results** in relation to development effects was also rated highly as it was confirmed that Japan's assistance made certain contributions to the development issues of partner countries. For some evaluations, however, it was pointed out that the expected effects had not been confirmed and that only a limited contribution to development had been observed.

As for **Appropriateness of Processes**, which is assessed to ensure the effectiveness and efficiency of ODA, the evaluations resulted in generally satisfactory ratings. However, it was pointed out in some evaluations that more effort should have been made in terms of information sharing, efficiency of operations, and public relations/information disclosure.

Evaluations 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 of MOFA's ODA evaluations have been conducted from diplomatic viewpoints to measure their impact on Japan's national interests.

This evaluation is intended to further fulfill accountability to the public by clarifying the following.

- 1 Why is the ODA in question important for Japan's national interests (**diplomatic importance**)?
- 2 How has the ODA in question contributed to Japan's national interests (**diplomatic impact**)?

During the planning phase of the evaluation for FY 2019, MOFA's policy makers provided evaluators with briefings on ODA's diplomatic importance and its contributions to national interests. In addition, policy makers also provided the data necessary for evaluators to analyze target policies. MOFA continuously provides an environment that allows evaluators to conduct high-quality ODA evaluations.

Significant **diplomatic impacts** have been confirmed in several evaluations. The evaluation of ODA to the Philippines found that improved trust in Japan Brand for ODA projects and recognition of Japan's ODA by the public through high-profile media coverage resulted in an enhanced bilateral relationship. The evaluation of ODA for the Promotion of Women's Empowerment found that the training projects for female entrepreneurs resulted in capacity building for not only African women but also Japanese women through interactions and peer-learning.

While international methods for conducting evaluations from diplomatic viewpoints have yet to be established and a process of trial and error continues, interest in how ODA contributes to national interests is growing globally. In December 2019, the OECD-DAC [revised the evaluation criteria](#) and added "Coherence" as a new criterion to assess how well target policies are linked to other policies in a country. This new criterion is consistent with Japan's concept of "evaluations from diplomatic viewpoints." MOFA continues to make efforts to further improve its evaluations in order to obtain the public's understanding of ODA.

Recommendation Trends and Response Actions

The recommendations for the five ODA evaluations conducted in FY 2019 were based on the individual evaluation circumstances. While the recommendations cannot be compared because Country Assistance Evaluations and Thematic/Aid Modality Evaluations have different perspectives, they have some common features. The recommendations and response actions can be summarized and categorized into two areas, as described below.

1 Promotion of information disclosure on the content of assistance

It was recommended that Japan should disclose detailed information on the content of the assistance, including its objectives and background, to fulfill its accountability to the public and promote public understanding.

Evaluation of Japan's ODA to the Republic of the Philippines: It was recommended that more detailed information should be made widely available concerning projects for the economic and social development program (Grant Assistance) and grant assistance for grassroots and human security.

Evaluation of Japan's Non-Project Grant Aid for Provision of Japanese Next-Generation Eco-Friendly Vehicles to Peru in FY 2013: It was recommended that Japan should disclose specific details, including the concrete content, its objectives, and the targets to be achieved, for projects related to non-project grant aid (economic and social development program) in order to ensure accountability to the public.

MOFA has so far described the objectives and other related matters concerning each project sufficiently in its press releases and published information on the websites of overseas establishments concerning matters such as handover ceremonies. MOFA will continue to strive to disclose easy-to-understand information so that the public can understand the projects.

2 Establishment of indicators to achieve the target

It was recommended that indicators should be set in advance to measure the degree of achievement of policy goals.

Evaluation of Japan's ODA for Women's Empowerment: It was recommended that Japan should introduce results-based management to achieve its gender ODA policy goals. In order to regularly monitor and measure its progress, Japan should make action plans that include approaches to make sure of gender-mainstreaming in every phase of development cooperation and also set deadlines. It was also recommended that Japan should pledge not only the total ODA volume and the numbers of beneficiaries, but also the share of ODA committed to gender equality.

MOFA will consider the introduction of a results-based management approach while making further efforts to implement assistance and follow ups. Moreover, to address gender-mainstreaming in every phase of development cooperation, MOFA will promote policy-level research and studies and also collect and analyze good practices on women's empowerment.

Evaluation of Japan's Non-Project Grant Aid for Provision of Japanese Next-Generation Eco-Friendly Vehicles to Peru in FY 2013: It was pointed out that the overall structure of grant aid was difficult to understand, and it was recommended that the objectives, targets and other related matters should be explained more clearly and disclosed to the public.

MOFA will make efforts to fully describe the objectives of projects in order to get public understanding.

Examples of Response Actions to Recommendations

Once the Philippines reaches the status of a more developed country, it is expected to cease being a recipient of yen loans that are provided on the condition that they are used to acquire Japanese technologies. However, there are strong calls from the Philippines for assistance that utilizes Japanese technologies, and efforts need to be made to meet these requests.

Evaluation of Japan's ODA to the Republic of the Philippines: It was recommended that greater emphasis should be placed on assistance that utilizes Japanese technologies through co-financing with other donors as well as projects conducted in collaboration with the private sector using overseas investment and loans in infrastructure development.

MOFA will work closely with the Philippines to discuss what forms of cooperation would best meet the country's needs while complying with international rules concerning development cooperation for more developed countries. MOFA will also consider strengthening the partnership with the private sector and other donors.

Evaluation of Grant Assistance for Japanese NGO Projects: Operations of Grant Assistance for Japanese NGO Projects were highly commended in terms of respect for the autonomy of NGOs and their unique values.

However, it was recommended that strategies which clearly stipulate the direction and priority issues in Grant Assistance for Japanese NGO Projects should be documented.

MOFA will endeavor to clarify the overall direction and strategy of Grant Assistance for Japanese NGO Projects while examining the possibility of establishing a system to give due consideration to the organizational base of each NGO.

Evaluation of Japan's ODA for Women's Empowerment It was recommended that Japan should design a gender flagship project that represents Japan's ODA.

Furthermore, it was recommended that delivering a performance with great impact and results would promote collaboration among Japan and other donors, which may lead to better partnerships with other donors and enhance Japan's ODA in the gender sector.

The Japanese government has so far provided assistance with a gender perspective through public infrastructure projects where Japan has expertise, such as construction of women-only train cars in India and women-only buses in Pakistan. Such assistance for empowering women by providing access to society has been highly recognized.

MOFA aims to spread such good practices and achievements to the public in Japan and abroad and also examine the feasibility of similar projects in other countries.

Evaluation of the SATREPS Program (Science and Technology Research Partnership for Sustainable Development): A recurrent issue was that after research proposals for the SATREPS Program are submitted and the Japanese authorities conduct the screening phase, the implementing agencies in partner countries appeared not to have received specific feedback on why proposals were rejected.

More information that can benefit researchers moving forward should be provided, such as specific information on what criteria led to a proposal being rejected and what improvements could be made to increase the probability of a proposal being selected in the future.

It was recommended that sharing future-oriented information with the relevant organizations in partner countries and thereby foster ownership is critical.

MOFA will coordinate with relevant organizations to explain the reasons why proposals were rejected when informing partner countries of the screening results.

Evaluation of Japan's Non-Project Grant Aid for Provision of Japanese Next-Generation Eco-Friendly Vehicles to Peru in FY 2013: It was recommended that Japan should consider taking measures such as disseminating information to local industry groups and utilizing publicity effects through the Japanese community when implementing similar cooperation projects in the future.

MOFA will consider setting targets for the market development of Japanese products among the public in partner countries and will carry out PR activities.

New Criteria for ODA Evaluations

In evaluating ODA, evaluators refer to certain standards to judge its effectiveness. However, it is not generally known what sort of standards evaluators rely on.

In December 2019, the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) adopted a new set of international criteria for ODA evaluations. The adoption of the new DAC Evaluation Criteria followed two years of discussion at the Network on Development Evaluation (EvalNet), a subsidiary body of the DAC. Under the leadership of Norway as the Chair, the member countries and international organizations of EvalNet, including Belgium and the World Bank, participated in these negotiations. Japan also played an important role as the Vice-Chair of the network.

For the first time in almost 30 years, the five evaluation criteria, which had served as the international standards for ODA evaluations since 1991, have been revised in order to better reflect the principles of the 2030 Agenda for Sustainable Development. In addition to "Relevance," "Effectiveness," "Efficiency," "Impact" and "Sustainability," "Coherence" was added as a new criterion. Coherence consists of "Internal Coherence" and "External Coherence." Internal Coherence focuses on coherence within a donor institution and analyzes whether its interventions are interlinked and generate synergy effects or whether they are coherent with policies other than development (e.g., humanitarian assistance, and education policies). External Coherence considers the consistency of the intervention with other actors' interventions and analyzes whether coordination is undertaken to avoid duplication.

The definitions of the original five criteria were also updated, incorporating more clearly the perspectives of the 2030 Agenda, including whether the intervention ensures equity (including gender equality) or whether a project is environment-friendly and sustainable. Furthermore, one of the key features of the revision is that the new Evaluation Criteria clarify that a broad range of development and humanitarian activities and instruments, including development aid, humanitarian assistance, peace-building efforts or private sector instruments, are subject to evaluation.

In response to the new DAC Evaluation Criteria, MOFA revised its ODA Evaluation Guidelines in June 2020. The latest version of these guidelines reflects the new criteria of Coherence by ensuring that the Relevance of Policies checks the consistency of the intervention in relation to not only development policies, but also humanitarian assistance and other policies, and that Effectiveness of Results considers the effects of the intervention on various beneficiary groups in terms of gender, ethnicity and other perspectives. It also makes clear that environmental sustainability should be considered when analyzing the effects of the intervention.

As outlined above, the international criteria for ODA evaluations have been updated to reflect the priorities of the international community. MOFA will strive to work on ODA evaluations by raising awareness of important challenges to achieve sustainable development and recognizing the importance of asking what sort of development impact Japan's ODA has had and whether Japan's ODA is suitable for creating a society in which no one will be left behind.



Summary of the FY 2019 MOFA ODA Evaluations

MOFA ODA Evaluations

Evaluations from Development Viewpoints

MOFA uses a rating scale to assess development effectiveness, aiming to produce clear and comprehensible evaluation reports.

In FY 2017, MOFA adopted an alphabetical rating scale (A to D).

This alphabetical scale may make the evaluation results easier to understand, but it can also be misleading due to its simplicity. Therefore, we recommend that readers refer to the summary of each evaluation result.

Classification	Third-party ODA evaluation	Ratings from Development Viewpoints*		
		Relevance of Policies (Projects)	Effectiveness of Results	Appropriateness of Processes
Policy level				
Country Assistance Evaluation	Evaluation of Japan's ODA to the Republic of the Philippines	Highly Satisfactory A	Highly Satisfactory A	Satisfactory B
Thematic/ Aid Modality Evaluation	Evaluation of Grant Assistance for Japanese NGO Projects	Highly Satisfactory A	Satisfactory B	Satisfactory B
	Evaluation of Japan's ODA for Women's Empowerment	Highly Satisfactory A	Highly Satisfactory A	Satisfactory B
	Evaluation of the SATREPS Program (Science and Technology Research Partnership for Sustainable Development)	Highly Satisfactory A	Highly Satisfactory A	Satisfactory B
Project level				
Evaluation of Individual Projects Under Grant Aid	Evaluation of Japan's Non-Project Grant Aid for Provision of Japanese Next-Generation Eco-Friendly Vehicles to Peru in FY 2013	Satisfactory B	Satisfactory B	Highly Satisfactory A

* Rating scale

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

Evaluation of Japan's ODA to the Republic of the Philippines (Summary)

Note: This summary was made by the ODA Evaluation Division based on the report provided by the evaluation team. The full text is available here: <https://www.mofa.go.jp/policy/oda/evaluation/FY2019/pdfs/philippines.pdf>

Implementation Process for the Evaluation

Evaluators (Evaluation Team)	Chief Evaluator	Juichi Inada, Professor, School of Economics, Senshu University
	Advisor	Masako Ishii, Professor, College of Intercultural Communication, Rikkyo University
	Consultant	NTC International Co., Ltd.
Target Period	FY 2014–FY 2018	
Evaluation Period	Jul. 2019–Feb. 2020	
Field Survey Country	The Republic of the Philippines	



A bridge being constructed by a Japanese company under a yen loan

Background, Objectives and Scope of the Evaluation

Given the country's geopolitical importance, the fundamental values and strategic interests that it shares with Japan, and its role as an important economic base for Japan, the sustainable development of the Philippines is important from the viewpoint of contributing to the stability and development of the East Asian region. The main objectives of this evaluation are to assess Japan's development cooperation policy toward the Philippines over the past five years (FY 2014–FY 2018) and to gain recommendations and lessons for the planning and implementation of future development cooperation policies while ensuring accountability to the public.

Brief Summary of Evaluation Results

Development Viewpoints

- (1) **Relevance of Policies**
Japan's development cooperation policy for the Philippines is consistent with its high-level ODA policies (e.g., the ODA Charter and the Development Cooperation Charter) as well as the Philippines' development plans and needs and international priorities. In addition, while Japan is providing assistance in a wide range of fields, it has demonstrated comparative advantages particularly in the fields of transportation and traffic, disaster prevention, and assistance to Mindanao. (Rating: Highly Satisfactory **A**)
- (2) **Effectiveness of Results**
Japan is the largest ODA donor to the Philippines, and it has made a major contribution in terms of value spent on development cooperation. It has steadily provided assistance to tackle issues under the Country Development Cooperation Policy for the Philippines, thereby helping to strengthen the foundation for the country's sustainable economic growth, its human security for inclusive growth, and its development to support peace in Mindanao. (Rating: Highly Satisfactory **A**)
- (3) **Appropriateness of Processes**
Japan's development cooperation policy for the Philippines was formulated through generally appropriate processes. In addition, during the implementation stage, generally appropriate processes were confirmed for the following: development and operation of the basic implementation structure; identification of needs; implementation of individual projects based on priority assistance areas for the Philippines; monitoring of the implementation status; conducting of evaluations to verify effectiveness; employment of public relations; coordination and cooperation with other development actors; and consideration of social characteristics and ethnic minorities. However, some issues were identified with regard to support for disaster recovery and reconstruction. Some improvements were also necessary to facilitate easy-to-understand public relations. (Rating: Satisfactory **B**)

Note: Ratings: Highly Satisfactory **A** / Satisfactory **B** / Partially Unsatisfactory **C** / Unsatisfactory **D**

Diplomatic Viewpoints

- (1) **Diplomatic Importance**
The bilateral relationship between Japan and the Philippines is very positive and strong, owing to their shared fundamental values and strategic interests and their close economic ties. In addition to the release of the "Japan-Philippines Joint Declaration: A Strengthened Strategic Partnership for Advancing the Shared Principles and Goals of Peace, Security, and Growth in the Region and Beyond" and the "Action Plan for Strengthening of the Strategic Partnership," the Japan-Philippines High Level Joint Committee on Infrastructure Development and Economic Cooperation has held around three sessions a year, with high-level officials from both countries participating in the negotiations.

Furthermore, the Japanese government maintains that peace and stability in Mindanao contribute to the peace and prosperity of the entire Asian region. From these perspectives, Japan's assistance to the Philippines is considered to be diplomatically important.

(2) Diplomatic Impact

Japan's ODA to the Philippines contributes to the realization of human security as well as maritime safety and peace in Mindanao, which in turn contributes to the security and stability of the entire East Asian region. Through the development of economic infrastructure, Japan's ODA to the Philippines is also instrumental in ensuring that the economic activities of Japanese companies remain stable. In addition, the general public in the Philippines has confidence in the Japanese brand in the field of infrastructure development. Japan's assistance has also been fairly well recognized through media coverage and the presentation of awards. As Japan's ODA encourages the Philippines to rate Japan highly, its diplomatic impact can be identified in relation to the building of better bilateral relations.

Recommendations

- (1) **Greater Emphasis on Assistance that Utilizes Japanese Technologies and Collaborations with the Private Sector in Infrastructure Development**
Once the Philippines reaches the status of a more developed country, it is expected to cease being a recipient of yen loans that are provided on the condition that they are used to acquire Japanese technologies under the Special Terms for Economic Partnership (STEP) framework. However, there are strong calls from the Philippines for assistance that utilizes Japanese technologies, and efforts need to be made to meet these requests. Greater emphasis should be placed on future projects conducted in collaboration with the private sector through joint financing with other donors and overseas investments and loans.
- (2) **Strengthening of Assistance for Local Development Aimed at Inclusive Growth**
As regional disparities continue to widen, it is necessary to further promote the creation and implementation of infrastructure projects in rural areas. To achieve more inclusive growth, greater emphasis should be placed on supporting the health, agriculture and education sectors in rural areas to correct regional disparities and reduce poverty.
- (3) **Strengthening of Assistance Aimed at Delivering the Dividends of Peace in Mindanao**
Assistance to the Bangsamoro Transition Authority (BTA), which was established in February 2019, should be strengthened so that those concerned—including the Moro Islamic Liberation Front (MILF), the Moro National Liberation Front (MNLF), local governments, Christians and indigenous people—can enjoy the dividends of peace. Utilizing local organizations and human resources, this assistance should be provided based on the trust forged with those concerned in the Philippines and in consideration of the various security challenges.
- (4) **Increased Attention to the Social Impact of Resident Resettlement and Community Development**
For projects that have a social impact (e.g., resettlement of residents for infrastructure development, provision of livelihood support for reconstruction, and community development for peacebuilding), more meticulous preliminary impact analysis should be conducted by local researchers, experts in sociology and social research (including those from research institutions), regional researchers, and other such parties.
- (5) **Clarification of the Future Positioning of Assistance for the Maritime Safety Sector**
Technical assistance to the Philippine Coast Guard (PCG) has been provided and gradually strengthened over the past 17 years, thereby contributing to the enhancement of the PCG's maritime safety capabilities. If the provision of this assistance is to continue, careful consideration should be given to decide what specific assistance will be required in the next phase. Possible options include assistance in the development of human resources for maritime law enforcement, the strengthening of cooperation with the US Coast Guard, and further enhancement of the operational and maintenance capabilities of the patrol boats provided to the Philippines through yen loans.
- (6) **Promotion of Information Disclosure in Relation to Projects for Economic and Social Development Plans and Grant Assistance for Grassroots and Human Security**
Since information disclosure on projects for economic and social development plans in the Philippines and other partner countries is not sufficient, more detailed information on the content of the assistance (e.g., items and quantities provided and recipients) should be disclosed through the MOFA website and other such platforms. In addition, more detailed information should be widely disclosed concerning the content of grant assistance for grassroots and human security, not just the dates for the conclusion of contracts, the names of the projects, and the amounts of assistance that have already been posted on the website of MOFA.

Evaluation of Grant Assistance for Japanese NGO Projects (Summary)

Note: This summary was made by the ODA Evaluation Division based on the report provided by the evaluation team. The full text is available here: <https://www.mofa.go.jp/policy/oda/evaluation/FY2019/pdfs/ngo-projects.pdf>

Implementation Process for the Evaluation		
Evaluators (Evaluation Team)	Chief Evaluator	Ryokichi Hirono, Professor Emeritus, Seikei University
	Advisor	Takashi Shimosawa, Professor, Shizuoka University of Art and Culture
	Consultant	International Development Center of Japan Inc.
Target Period	FY 2016–FY 2018 in principle (FY 2010–FY 2018 for statistical analysis)	
Evaluation Period	Jul. 2019–Mar. 2020	
Field Survey Country	The Lao People's Democratic Republic and the Republic of the Union of Myanmar	



⦿ A submersible bridge constructed through Grant Assistance for Japanese NGO Projects (GANP). The construction technology was transferred from a Japanese NGO to local people during the project. (The picture depicts beneficiaries using the bridge.)

Background, Objectives and Scope of the Evaluation

As the Development Cooperation Charter clearly stipulates that partnerships with NGOs and civil society organizations should be strategically strengthened, partnerships with NGOs are becoming increasingly important. GANP serves as a core scheme that promotes partnerships between the Government and Japanese NGOs. The purpose of this evaluation study is to conduct a comprehensive review, evaluate the GANP from development and diplomatic viewpoints, and provide recommendations for future improvements.

Brief Summary of Evaluation Results

Development Viewpoints

- (1) Relevance of Policies**
The content and direction of GANP are highly consistent with Japan's high-level ODA policies, such as the Development Cooperation Charter and the National Security Strategy, as well as with the needs of the partner countries and various international trends and global challenges, such as the Sustainable Development Goals (SDGs). They are also highly consistent with the organizational strategies and needs of NGOs that use GANP. Furthermore, since funds are provided for economic and social development projects conducted by Japanese NGOs in developing countries and regions with due respect given to the autonomy of the NGOs, it is highly appropriate for the Government of Japan to provide assistance through NGOs. (Rating: Highly Satisfactory **A**)
- (2) Effectiveness of Results**
The individual projects funded by GANP were found to have generally demonstrated a high degree of effectiveness in contributing to the priority issues and goals initially set in GANP and in producing an impact. While individual projects were thus found to have produced results to a certain degree, the contributions that they made to the relevant developing country or region as a whole were limited due to differences in the partner country's NGO acceptance policy as well as the limited number of projects funded by GANP and the budget scale of the entire GANP. (Rating: Satisfactory **B**)
- (3) Appropriateness of Processes**
The projects funded by GANP are appropriately implemented in accordance with the "GANP Application Procedure." However, given the increase in the workload at MOFA and Japan's overseas establishments as the overall amount of the budgets and the number of projects funded by GANP have increased, more efficient and standardized operations need to be applied in order to continue to implement high-quality projects under the current implementation structure. In terms of the disclosure and dissemination of information, both the NGOs and MOFA are carrying out their roles appropriately. (Rating: Satisfactory **B**)

Note: Ratings: Highly Satisfactory **A** / Satisfactory **B** / Partially Unsatisfactory **C** / Unsatisfactory **D**

Diplomatic Viewpoints

- (1) Diplomatic Importance**
GANP as a program is of great importance to Japan's national interests. It is also highly important in various aspects that include contributing to global challenges and priorities faced by the international community and regions.

- (2) Diplomatic Impact**
The diplomatic impacts are limited. While projects funded by GANP contribute indirectly and over the long-term to the improvement of pro-Japan sentiment at the field level, they make only a limited contribution to Japan's economic activities and business expansion. The NGOs themselves are not necessarily aware of the diplomatic importance and impact of their activities.

Recommendations

- (1) Recommendations at the Policy and Strategy Level**
 - (1)-1 Continuous Increases in the Overall Budget for GANP and Number of Projects Funded by GANP**
While GANP has generally demonstrated a high degree of effectiveness, one of its upcoming challenges is to produce results not just for individual projects, but also in a broader context. The overall budget for GANP and the number of projects funded by GANP should be further increased in order to facilitate larger developmental effects in a broader context.
 - (1)-2 Strengthening Strategic Thinking as a Program**
While operations of GANP that respect the autonomy of NGOs and their unique values are highly commended, GANP tends to fund projects comprehensively rather than strategically. Therefore, strategies that clearly stipulate the direction of and priority issues in GANP should be documented.
 - (1)-3 Two-tiered Operations of GANP**
Given the increased operational workloads caused by the increase in the overall budget amount and the number of projects funded by GANP, two-tiered operations should be considered. While project applications submitted by NGOs that use GANP for the first time should continue to be accepted as part of its flexible operations, the establishment of another mechanism that allows a bigger budget size for experienced NGOs that can contribute to pursuing the diplomatic policy should be considered.
- (2) Recommendations at the Project Implementation Level**
 - (2)-1 Standardization of Operations of GANP Funded Projects by Sharing Manuals**
As part of efforts to reduce inconsistent responses and advice by staff members in charge of GANP at overseas establishments in relation to NGOs that apply for and/or implement GANP projects as well as to improve the operational efficiency of GANP, operation manuals on GANP and annual screening policies for GANP projects should be shared among MOFA and overseas establishments.
 - (2)-2 Streamlining Operations of GANP by Simplifying Procedures**
Given the increased operational workloads caused by the increase in the overall budget amount and the number of projects funded by GANP, measures such as introducing multi-year contracts, simplifying the modification procedures for project plans, and outsourcing part of the operations should be considered. Analysis of any hindering and/or promoting factors of the projects should also be considered by reviewing various past reports on the GANP projects, so that the analytical findings can be utilized for prior consultations and the project screening process.
- (3) Recommendations for NGOs**
 - (3)-1 Role of "Japanese Ambassadors" to Convey Japan's ODA Philosophy and of "Social Change Agents" to Catalyze Social Change**
NGOs that use GANP are expected to play the role of "Japanese Ambassadors" who convey Japan's development cooperation philosophy to local communities, while also playing the role of "Social Change Agents" who catalyze social change. NGOs should be aware of these roles and engage in activities other than GANP projects, including interactions with NGOs from other countries working in the field.
 - (3)-2 Self-sustaining Development Strategies**
NGOs that use GANP are encouraged to develop their own strategies to be more independent entities that are not reliant on GANP as public funds, while strengthening organizational structures and fostering human resources through the use of GANP.
 - (3)-3 Intellectual Contributions to Global NGOs through Demonstration Experiments**
In order to produce broader effects through GANP, efforts should be made to implement innovative initiatives (innovations) and to verify whether such innovations have produced the desired effects (demonstrations), seeking collaborations with business communities and academics. It is expected that such demonstrations will provide intellectual contributions to NGOs around the world.

Evaluation of Japan's ODA for Women's Empowerment (Summary)

Note: This summary was made by the ODA Evaluation Division based on the report provided by the evaluation team. The full text is available here: <https://www.mofa.go.jp/policy/oda/evaluation/FY2019/pdfs/women.pdf>

Implementation Process for the Evaluation		
Evaluators (Evaluation Team)	Chief Evaluator	Tatsufumi Yamagata, Professor, College of Asia Pacific Studies, Ritsumeikan Asia Pacific University
	Advisor	Yuriko Saito, Researcher, International Peace Research Institute, Meiji Gakuin University
	Consultant	Koei Research & Consulting Inc.
Target Period	2013–2018	
Evaluation Period	Jul. 2019–Mar. 2020	
Field Survey Country	The Republic of Kenya and the Kyrgyz Republic	



⦿ Kyrgyz women making wool felt products at a factory

Background, Objectives and Scope of the Evaluation

Japan provides ODA with a commitment to promoting women's participation in every phase of development and ensuring equal benefit for men and women. The objectives of the evaluation are to obtain lessons and recommendations for formulating and implementing future ODA policies, and to enhance accountability through a comprehensive assessment of Japan's ODA and policies for gender equality and women's empowerment.

Brief Summary of Evaluation Results

Development Viewpoints

- (1) Relevance of Policies**
Japan's gender ODA policy is consistent with its high-level ODA policies (e.g., the ODA Charter and the Development Cooperation Charter) as well as international assistance trends and the needs of partner countries. Given the implementation of many assistance programs for girls' education as well as disaster prevention programs that take into account women's needs and vulnerability, it can be said that Japan's gender ODA policy utilizes its experience and strengths. (Rating: Highly Satisfactory **A**)
- (2) Effectiveness of Results**
Disbursements of gender-responsive projects and their proportion of disbursements in the total ODA amount increased. Japan has also achieved its pledged amount of assistance and number of beneficiaries between 2013 and 2018. Furthermore, Japan's contributions and achievements have been confirmed in the following three priority areas: (i) promoting women's and girls' rights; (ii) improving and enabling the environment for women and girls to reach their full potential; and (iii) advancing women's leadership in politics, economics and other public fields. (Rating: Highly Satisfactory **A**)
- (3) Appropriateness of Processes**
The processes for formulating policies, implementing assistance, and promoting donor collaborations are appropriate. However, although the implementation status is monitored on a regular basis, the degree of achievement for policy objectives is not precisely measured due to a lack of action plans including specific indicators and deadlines. In terms of public relations, positive efforts have been seen both in Japan and abroad, but their effects have been found to be limited in Kenya and Kyrgyzstan, where the field studies were conducted. (Rating: Satisfactory **B**)

Note: Ratings: Highly Satisfactory **A** / Satisfactory **B** / Partially Unsatisfactory **C** / Unsatisfactory **D**

Diplomatic Viewpoints

- (1) Diplomatic Importance**
Gender equality and women's empowerment are indispensable for peace and stability in the international community and for achieving the SDGs.

As the world pays great attention to gender equality, contributing to this sector using ODA, such as building a safe society for women and girls and contributing to women's access to social services and women's educational opportunities, is diplomatically important. Moreover, as it has been proved that the financial performance of companies that promote diversity is greater than those with less diversity, it can be said that empowering women in the workplace should create a favorable business environment for Japanese companies.

- (2) Diplomatic Impact**
Under pledges to support gender equality and women's empowerment in line with its national initiative to make Japan a country where women shine, Japan has remained committed to its contribution to its partner countries. Japan's commitment and collaborations with other donors have enhanced its presence in the international community. In terms of strengthening bilateral relations, for example, the regional development projects implemented in Kyrgyz have produced positive outcomes, such as creating jobs and improving the livelihoods of rural women. These outcomes have contributed to strengthening the bilateral relationship. It has also been confirmed that ODA provides opportunities for both partner countries and Japan to learn from each other. For example, training programs for African female entrepreneurs have also enhanced the capacity of Japanese female entrepreneurs through interaction opportunities.

Recommendations

- (1) Create Gender Flagship Project**
Japan should design a gender flagship project that represents Japan's ODA. Having a performance with high effectiveness and great impact would promote collaborations among Japan and other donors, which may lead to better partnerships and enhance Japan's ODA in the gender sector.
- (2) Introduction of Results-based Management**
Japan should apply a results-based management approach to its gender ODA policy. In order to regularly monitor and measure its progress, Japan should make action plans that include approaches to make sure of gender-mainstreaming in every phase of development cooperation and also set deadlines. Japan needs to pledge not only the total ODA volume and the number of beneficial people, but also the share of ODA committed to gender equality.
- (3) Expansion of Human/Financial Resources and Strengthening of ODA Systems**
Additional human and financial resources need to be provided to strengthen ODA in the gender sector. MOFA and JICA should hire experts and/or train their employees to be experts in relation to country- and region-specific gender issues as well as issues such as human trafficking and gender-based violence. MOFA and JICA should also appropriately and effectively allocate human and financial resources.

Evaluation of the SATREPS Program (Science and Technology Research Partnership for Sustainable Development) (Summary)

Note: This summary was made by the ODA Evaluation Division based on the report provided by the evaluation team. The full text is available here:
<https://www.mofa.go.jp/policy/oda/evaluation/FY2019/pdfs/satreps.pdf>

Implementation Process for the Evaluation		
Evaluators (Evaluation Team)	Chief Evaluator	Prof. Jin Sato, Professor, Institute for Advanced Studies on Asia, The University of Tokyo
	Advisor	Dr. Yu Maemura Oliver, Lecturer, School of Engineering, The University of Tokyo
	Consultant	Oriental Consultants Global Co., Ltd.
Target Period	FY 2008–FY 2018	
Evaluation Period	Sept. 2019–Mar. 2020	
Field Survey Country	The Kingdom of Thailand and the Republic of South Africa	



▶ A member of an evaluation team receiving an explanation of picture cards used to raise awareness of malaria prevention at the Malaria Control Center in Limpopo Province, South Africa.

Background, Objectives and Scope of the Evaluation

SATREPS is a three- to five-year research program that supports joint research with researchers from developing countries under the supervision of MOFA and the Ministry of Education, Culture, Sports, Science and Technology (MEXT). It has been jointly implemented since 2008 by the Japan International Cooperation Agency (JICA), the Japan Science and Technology Agency (JST) and the Japan Agency for Medical Research and Development (AMED). Based on the needs of developing countries, the program aims to address global issues and produce research outcomes of practical benefit to both local and global society by combining competitive research funds for science and technology projects and Official Development Assistance (ODA). This evaluation study not only focuses on the research results of SATREPS and its implementation, but also considers its impact on ODA and Japan's diplomacy with the objective of utilizing the evaluation results to produce recommendations for future policy planning in the field of ODA and international science and technology cooperation.

Brief Summary of Evaluation Results

Development Viewpoints

- (1) Relevance of Policies**
SATREPS is consistent with Japan's policy in the field of science and technology as well as its Development Cooperation Charter. Regarding the consistency of SATREPS with the development needs of partner countries and international priorities, as SATREPS requires applicants to ensure that their proposals are coherent with these issues, the coherence of the adopted projects are in effect secured. Case studies conducted in Thailand and South Africa show that the implementation of SATREPS in these countries was coherent with the development needs and policies of ASEAN and SADC. (Rating: Highly Satisfactory **A**)
- (2) Effectiveness of Results**
SATREPS's inputs, made up of both "Commissioned Research Expenses" for domestic research and the expenses necessary for the enforcement of technical cooperation (including the "Dispatch of Researchers from Japan," "Acceptance of Researchers from Counterpart Countries in Japan," and "Provision of Equipment") are sufficiently implemented. The effectiveness of the results appears to be generally high within the existing evaluation results for individual SATREPS projects performed by JST and JICA. (Rating: Highly Satisfactor **A**)
- (3) Appropriateness of Processes**
During the implementation process, some projects successfully overcame various challenges as they were carried out based on longstanding mutual trust between researchers from Japan and partner countries. However, it became clear that in some processes the ownership of partner countries may have been weakened. For instance, in some adoption processes, the implementing agencies in partner countries did not receive specific feedback from the Japanese side on why proposals had been rejected. It was also made clear that each partner country has a different system and faces varied challenges

in implementing SATREPS, and therefore it is necessary to take account of the individual circumstances of each partner country. (Rating: Satisfactory **B**)

Note: Ratings: Highly Satisfactory **A** / Satisfactory **B** / Partially Unsatisfactory **C** / Unsatisfactory **D**

Diplomatic Viewpoints

- (1) Diplomatic Importance**
SATREPS is consistent with Japan's high-level diplomatic policies, including its national security strategy. Furthermore, it represents a concrete initiative for promoting "science for diplomacy" and "diplomacy for science" to integrate science and technology with foreign policy.
- (2) Diplomatic Impact**
Through joint research between Japan and its partner countries, SATREPS programs have contributed to the achievement of the SDGs through utilizing science and technology, thereby helping to enhance Japan's visibility in the international community. At the same time, it was confirmed that SATREPS has greatly promoted Japan's bilateral and regional friendships with its partner countries by promoting exchanges in the field of science and technology and by building networks among researchers.

Recommendations

- (1) Establish a mechanism where local researchers can initiate and form project proposals to foster strong ownership among partner countries**
Currently, when applying for SATREPS funding, Japan-based researchers utilize existing networks to approach researchers in partner countries to ask for agreement in formulating project proposals. However, it is necessary to establish a mechanism where local researchers can initiate and form project proposals, in order to promote ownership among partner countries and to better represent their government priorities and market trends in the formulation of projects. For assessing the needs in partner countries, one specific suggestion is to implement a pilot project with academic experts in the field of area studies or the social sciences to conduct a diagnostic study and needs analysis of research collaborations in specific countries.
- (2) Facilitate information sharing among stakeholders to strengthen ownership within partner countries**
A recurrent issue was that after research proposals are submitted and the Japanese authorities conduct the screening phase, the implementing agencies in partner countries appeared not to have received specific feedback on why proposals were rejected. This not only has a negative effect on the incentives for stakeholders to participate in SATREPS, but also prevents them from reforming and improving their practices. More information that can benefit researchers moving forward should be provided, such as specific information on what criteria led to a proposal being rejected and what improvements could be made to increase the probability of a proposal being selected in the future. It is critical to share appropriate information with the relevant organizations in partner countries and thereby foster ownership.
- (3) Establish long-term support mechanisms for SATREPS based on a common understanding of its "social and practical impacts"**
Although the concerned authorities and implementing agencies in Japan share a common definition of SATREPS's goal and direction, even after 10 years of implementation, they have yet to come to a common understanding of what constitutes a reasonable target or set of results to which a SATREPS project should aim for and achieve throughout its project cycle. A common recognition between key organizations should be formed, such as through identifying differences in the targeted social and practical impacts given in the project documents of JST and JICA, and the relevant authorities and implementing agencies should share these differences. Furthermore, in order to actualize the social implementation of scientific research and results, JICA should create a new modality that provides opportunities for agencies or research institutions in partner countries to apply for follow-up funding to support supplementary SATREPS-related projects. At the same time, a long-term follow-up mechanism is required to measure the long-term impacts of SATREPS projects and produce generalizable lessons across research fields and regions.
- (4) Understand and assess context-dependent challenges across partner countries when implementing SATREPS projects**
The challenges faced by partner countries throughout the implementation of a SATREPS project differ significantly across countries, which requires Japan to adopt a flexible stance in addressing these context-dependent issues. JICA should consider what actions are necessary to understand and assess the challenges faced by the organizations implementing SATREPS within the partner countries, and share these lessons amongst JST, AMED, and local task forces.

Evaluation of Japan's Non-Project Grant Aid for Provision of Japanese Next-Generation Eco-Friendly Vehicles to Peru in FY 2013 (Summary)

Note: This summary was made by the ODA Evaluation Division based on the report provided by the evaluation team. The full text is available here:
<https://www.mofa.go.jp/policy/oda/evaluation/FY2019/pdfs/peru.pdf>

Implementation Process for the Evaluation		
Evaluators (Evaluation Team)	Chief Evaluator	Juichi Inada, Professor, School of Economics, Senshu University
	Advisor	Yasuhiro Tokoro, Associate Professor, School of Commerce, Meiji University
	Consultant	KPMG AZSA LLC
Evaluation Period:	Sept. 2019–Mar. 2020	
Field Survey Country:	Peru	



▶ Vehicles donated by Japan are used as official cars for the Ministry of Foreign Affairs of Peru.

Background, Objectives and Scope of the Evaluation

Programs for Non-Project Grant Aid are aimed at providing developing countries with the funds required to purchase materials and equipment from other countries to assist them in their efforts to pursue economic and social development measures, such as poverty reduction. One of these programs is the Non-Project Grant Aid Program for Next-Generation Vehicles, which provides Japanese next-generation vehicles with high energy efficiency and low environmental impact to promote the spread of next-generation vehicles and assist efforts in the environmental field. This initiative has also great potential as an instrument for promoting the overseas business development of Japanese companies. This evaluation is conducted to assess the Non-Project Grant Aid Program for Next-Generation Vehicles in Peru in FY 2013 (grant amount: 1.2 billion yen), for which diplomatic notes were signed in 2013, to publish the results, and to gain recommendations useful in the formulation of future projects.

Brief Summary of Evaluation Results

Development Viewpoints

- (1) Relevance of Policies**
Making the most of the respective superiorities of Japan, the project was consistent with Japan's higher policies, Peru's development needs, and international priority issues. However, since a concrete goal for achieving the market development of Japanese auto manufacturers had not been set, it was difficult to determine whether the project was appropriate or not. A sufficient explanation of the specific goals and achievement criteria was not provided in the framework for the Non-Project Grant Aid Program for Next-Generation Vehicles. A more articulate explanation would be necessary to identify the policy objectives and positioning of individual projects. (Rating: Satisfactory **B**)
- (2) Effectiveness of Results**
The inputs and outputs are appropriate. The next-generation vehicles are being used and maintained in a positive manner. For the outcome impact, the effects in terms of reduced greenhouse gas emissions have been calculated, and the continued high share of Japanese automakers in the Peruvian automotive market has been confirmed. However, the evaluators have found it difficult to confirm that the project has promoted the sale of conventional and next-generation Japanese cars in Peru. While the Peruvian government has proactively introduced environmental policies and environmental awareness in Peruvian society has improved, public awareness of this project appears to be low. Thus, the evaluation concludes that no specific effect of this project has been found to promote the spread of next-generation Japanese vehicles or encourage environmental initiatives. (Rating: Satisfactory **B**)
- (3) Appropriateness of Processes**
The project was properly planned, and the Japanese officials understood the needs of Peru exactly. The implementation procedures were carried out correctly, ensuring its mobility and speed. In terms of the emphasis

on environmental measures, the objectives and direction of the project were coherent with the projects implemented by JICA in collaboration with Peru. Thanks to the proactive public relations and information disclosures conducted by the Embassy of Japan in Peru, several local media organizations reported on the project. (Rating: Highly Satisfactory **A**)

Note: Ratings: Highly Satisfactory **A** / Satisfactory **B** / Partially Unsatisfactory **C** / Unsatisfactory **D**

Diplomatic Viewpoints

- (1) Diplomatic Importance**
In light of Japan's ODA policy and economic diplomacy policy, this project was important for bilateral relations between Japan and Peru. Given the importance of the Peruvian automobile market, this project was evaluated as being particularly important for the prosperity of Japanese companies and people.
- (2) Diplomatic Impact**
Despite a low level of awareness among the public, the use of next-generation vehicles at the 20th Session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (COP 20) helped to improve Peru's image and promote environmental awareness. As the Peruvian government welcomed the project, its effect in terms of increasing Japan's presence and fostering pro-Japan sentiment in Peru has been confirmed. Furthermore, it has been confirmed that the project has had various positive impacts for Japanese companies in light of not just the volume of Japanese car sales, but also different forms of benefits to Japanese automakers from a broader perspective.

Recommendations

- (1) Expansion of the Disclosure of Information on the Content of Assistance**
The objectives and background of this project are not clearly described in the relevant documents released by MOFA and the Japanese Embassy in Peru, making it impossible for the Japanese public to know the necessity of this project, the partner country, the content of the grant, and whether the amount of cooperation is appropriate. Given this, it is necessary to disclose information to ensure accountability and promote public understanding.
- (2) Implementation of More Proactive and Effective Information Dissemination and Public Relations in the Partner Country**
In terms of promoting the market development of Japanese automakers in Peru, the evaluators confirmed that this measure had no effect as far as the Peruvian public were concerned as potential customers. The same is true in terms of the public's understanding and awareness of Japan and the presence of Japanese companies. Going forward, the adoption of measures for disseminating information by local industry groups and leveraging the publicity effect through the Japanese community should be considered as part of efforts to implement the Non-Project Grant Aid Program for Next-Generation Vehicles, which is aimed at promoting the spread of Japanese products.
- (3) Publication of the Objectives and Results of the Non-Project Grant Aid Program**
The objectives of the Non-Project Grant Aid Program (currently called the Social and Economic Development Program) can be difficult for the public to understand due to the change in its name and the creation of a series of sub-project frameworks that correspond to different assistance targets as well as the eventual consolidation of these frameworks. Thus, the evaluators recommended that, during the planning and implementation of this program, materials detailing matters such as the concrete content of the program, its objectives, and its targets be compiled and then disclosed to the public. Consideration needs to be given to feasible operational procedures and methods to determine the content of the materials to be disclosed and the timing of their publication.

Women's Empowerment and Development

— A Peek into the ODA Project Sites —

In FY 2019, MOFA conducted an evaluation of ODA policy in the gender sector. As a part of the survey, the evaluation team took a field trip to the case study countries, Kyrgyz and Kenya to interview officials from local governments and international organizations and visit ODA project sites to meet beneficiaries.

Kyrgyz

Development Project in Rural Areas and Empowerment of Women



In Kyrgyz, which is located in Central Asia, the evaluation team drove through the mountains for several hours from Bishkek, the capital, to visit a project site in a small village in the Issyk-Kul Region, where poverty is more severe than it is in urban areas. The team visited a factory where local women were making wool felt products and cosmetics using local resources and selling them with the assistance of JICA experts.

In the rural areas of Kyrgyz, men generally work in grazing and women are tasked with unpaid domestic work and childcare. Therefore, there are not many opportunities for women to earn income, which leads to the issue that women have no voice at home and in the community.



▲ Products made of Kyrgyz wool



▲ Women making felt products at a factory in the Issyk-Kul region

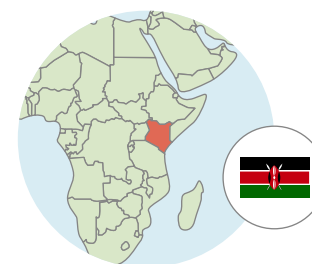
Through this project, women have started making money for the first time in their lives and using the money for their households. In an interview, those women have told the evaluation team that their families were opposed to them participating in the project at first, but once they started earning cash income, their family members became supportive, and their presence at home increased.

This is a great example of Japan's ODA not only having an economic impact through training on manufacturing techniques for women to earn money, but also enhancing women's social status—which is to say women are being empowered.

This rural development project is highly recognized by the Kyrgyz government and other donors. From the remark made by former Kyrgyz President Jeenbekov in September 2019 expressing gratitude to Japan for its assistance, we can see that Japan's ODA contributes to sound bilateral relations.

Kenya

Empowered Women at Gender Awareness Training



The evaluation team also met empowered women in Kenya. The team drove for a few hours from Nairobi to visit a farm in the Kirinyaga Region, where an ODA project is being implemented to support small-sized family farms. At the farm, about 30 farmers, both male and female, sang and welcomed the team.

In Kenya, women have limited access to ownership of land and other productive assets, despite 70% of the farm work being done by women. Moreover, women are responsible for unpaid care and domestic work. The amount of work dedicated to unpaid care and domestic chores negatively affects women's labor productivity. Moreover, not having control over the family income or decision making at home is another factor that discourages women from being productive on the farm.

The team visited a project site where gender awareness training¹ are being implemented for farmers. The objectives

of this training are to have both men and women reconsider their roles and responsibilities without gender-based bias in the household and at work; to understand that both men and women are in charge of the family farm; and to increase efficiency and income from farming.

At the training, both men and women discussed issues such as unfair burdens placed on women, which include water and wood fetching, and income control by men. After sharing these issues, they discussed fair solutions for both men and women. In an interview with the evaluation team, the farmers said that reducing women's household burdens enhanced their productivity and resulted in increased income of family farms. The project participants also told the team that sharing control over income and expenditure, by both men and women, led to better financial management. As a result, some farmers were able to start using electricity and gas at home and purchase a motorbike, which is an important means of transport. Some farmers showed the team large cows and a barn that they had purchased with their increased income and savings. Others told the team that once husbands and wives started cooperating on household tasks and farming, their relationships got better. This is a significant example of gender equality promotion at both work and home.



▲ Participants of gender awareness training



▲ A barn and the cows purchased with increased income

These projects are just a few examples of Japan's ODA in the gender sector, and many other good practices empowering women have been adopted in our partner countries. MOFA wishes to realize a society full of empowered women around the world.

¹ A series of training sessions, including lectures by experts and group discussions for groups of smallholder farmers to understand and find solutions to gender issues and to mainstream gender perspectives into the agriculture and livestock sector, supported by 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 conducted since then.

MOFA conducts ex-post evaluations of the overall policy on economic cooperation, ex-post evaluations on pending projects and incomplete projects^{*1}, and ex-ante evaluations on projects exceeding a certain value^{*2} in accordance with the GPEA and its Order for Enforcement.

► MOFA website:

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

^{*1}: "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 grant aid projects, in which the maximum amount of aid offered through an Exchange of Notes (E/N) is 1 billion yen or more, and on loan aid projects, in which the maximum amount of loan offered through an E/N is 15 billion yen or more.

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

Financial Services Agency

Training for officials in charge of financial administration/supervision in developing countries (Seminar for financial administrators/supervisors)

https://www.fsa.go.jp/common/budget/kourituka/03_R2/saishu/019.pdf

(See Project 1, FY 2020 Administrative Project Review Sheet)

Ministry of Internal Affairs and Communications

Promotion of global strategy in the ICT sector

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

(See the evaluation report for the main policies [implemented in FY 2019]; the programs include non-ODA projects)

Ministry of Justice

Promotion of international cooperation in legal affairs (Target period: August 2019)

http://www.moj.go.jp/hisho/seisakuhyouka/kanbou_hyouka_hyouka01-03.html

(See pages 124–161 of the FY 2018 Ministry of Justice Ex-Post Evaluation Results Report)

Ministry of Finance

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

https://www.mof.go.jp/about_mof/policy_evaluation/mof/fy2019/evaluation/index.html

(See pages 222–236 of the FY 2019 Ministry of Finance Evaluation Report; the programs include non-ODA projects)

Ministry of Education, Culture, Sports, Science and Technology

Promotion of international exchanges

http://www.mext.go.jp/a_menu/kouritsu/detail/1419500.htm

(See the FY 2018 Review Sheet for Projects; the programs include non-ODA projects)

Ministry of Health, Labour 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

Establishment of comprehensive food security that is compatible with various risks

<https://www.maff.go.jp/j/assess/hanei/sougo/h30/h30.html>

(The programs include non-ODA projects)

Ministry of Economy, Trade and Industry

Support for overseas market penetration

https://www.meti.go.jp/policy/policy_management/seisaku_hyoka/2019/index.html

(See ex-post evaluation 4-2 of the FY 2019 policy evaluation report; the programs include non-ODA projects)

Ministry of Land, Infrastructure, Transport and Tourism

Promotion of 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>

(FY 2019 ex-post policy evaluation report; the programs include non-ODA projects)

Evaluations by Japan International Cooperation Agency (JICA)

JICA conducts evaluations (external evaluations by external third-party evaluators based on the project cost and internal evaluations by JICA overseas offices, etc.) on individual projects under the three development assistance schemes of Technical Cooperation, ODA Loans, and Grant Aid (implemented by JICA). In addition, JICA implements comprehensive and cross-sectoral evaluations under specific themes (e.g., by region, sector, or assistance methodology), impact evaluations for evidence-based practices, 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 the further improvement of project implementation and to fulfill its accountability by, for example, ensuring the objectivity and transparency of evaluations and publicizing the evaluation results.

Evaluations on the JICA website

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

Partner Country-led Evaluations

MOFA implements partner country-led evaluations once a year, aiming to enhance the 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 prevention.

》》》 FY 2018 《《《

Follow-up on MOFA Third-Party Evaluation Results

MOFA follows up on the implementation status of the response actions for the recommendations provided in third-party evaluations. The following presents the implementation status (as of August 2020) of actions taken in response to the main recommendations obtained from third-party evaluations for FY 2018.

Full FY 2018 evaluation reports are available here:



Evaluation of Japan's ODA to the Republic of Angola



Recommendations

After the inauguration of President Lourenço in 2017, a new Angola National Development Plan (PDN) was formulated. Along with this political change, the internal situation in Angola has changed. Thus, the three recommendations below should be incorporated into Japan's Country Assistance Policy for Angola or its Rolling Plans.

- One of the points strengthened in the new PDN was the "balanced development of various regions." Japan should cooperate more actively in Angola's rural areas.
- Japan should carry out assistance with ODA loans, which can provide a large amount of funds and may suit Angola's development needs.
- Japan should pursue the potential of its ODA for the improvement of the investment environment, which is one of the important issues that the new Lourenço administration is engaging in.

In addition, Japan should strengthen its ODA implementation structure in Angola, supposing the number of projects and funding amount for Japan's ODA to Angola will increase in the near future. It is also important to enhance public relations regarding Japan's ODA in order to increase the visibility of its ODA to Angola.

Implementation status of response actions

The new Angola PDN will be reflected in the next revision of the Country Assistance Policy for Angola (scheduled for FY 2022 or later) and its Rolling Plan, after the collection of information on economic and social policies taken as countermeasures for COVID-19, such as poverty alleviation.

Concerning cooperation in rural areas, as the devolution of authority from national to local has been implemented, development programs corresponding to the individual needs of each local government are required. Japan will explore the possibil-

ity of providing ODA to rural areas, especially in the agricultural sector.

For the effective use of ODA loans, Japan will collect information while monitoring Angola's economic situation and its external debt status and aim to formulate projects that suit Angola's development needs. Japan continues to develop support measures for the improvement of the investment environment from long-term perspectives, despite concerns about Angola's economic deterioration due to a collapse in oil prices and the impact of COVID-19.

To strengthen Japan's ODA implementation structure in Angola, the JICA Angola Field Office was upgraded to the JICA Angola Office in July 2018. Japan will continue to examine the scope for further strengthening of its ODA implementation structure to expand the activities and reinforce the specialty of the local office, although current activities are limited due to COVID-19.

Concerning public relations, the Japanese Embassy in Angola continues to proactively publicize Japan's ODA on the Embassy's website and Facebook account, in addition to activities such as Japan's private companies support and cultural exchanges.



▲ Farmers working at an agricultural experiment station
(Project for the Development of Community Function Enhancement)
Photo provided by Hiromi Nagakura/JICA

Evaluation of Japan's ODA to the Republic of Indonesia



Recommendations

The private sector in Indonesia is expected to play a more significant role in Japan's development cooperation in the future. Therefore, the importance of strengthening cooperation between the private sector and ODA agencies should be stipulated in Japan's Country Assistance Policy for Indonesia.

When the new ODA project can be positioned under a specific Indonesian program that has measurable targets and goals, as a new way of project monitoring, it is recommended that the progress and achievement of the project be measured with a focus on what degree the project has contributed to the Indonesian program.

The country-based ODA Task Force should be further strengthened by, for example, holding ODA Task Force meetings periodically and engaging with wider stakeholders who can contribute to the formulation of Japan's development cooperation policy for Indonesia.

A more comprehensive understanding of Indonesia's needs and expectations for Japan's ODA is essential in formulating and reviewing the development cooperation policy. Therefore, it is recommended that a comprehensive policy dialogue should be resumed between both countries.



▲ Station building under construction and a train (Construction of the Jakarta Mass Rapid Transit Project)
Photo provided by JICA

Implementation status of response actions

Strengthening cooperation between the private sector and ODA agencies will be stated in the next revision of the Country Assistance Policy for Indonesia (scheduled for 2022 or later).

The coherence of Japan's ODA projects with Indonesia's National Development Plan is confirmed before each project is implemented. Ever since this evaluation study was first conducted, no Indonesian program with measurable targets and goals has been confirmed.

The Japanese Embassy and JICA office have maintained close communication and collaboration in relation to development cooperation in Indonesia through various opportunities, including country-based ODA Task Force meetings. Regarding an expanded ODA Task Force meeting that includes the Japan Bank for International Cooperation (JBIC) and the Japan External Trade Organization (JETRO), the timing and content of the discussions are being examined.

Comprehensive policy dialogues were originally scheduled for March 2020, but they were not held due to the coronavirus disease (COVID-19) pandemic. However, an appropriate schedule for such dialogues will be examined once the pandemic is contained.



▲ Listening to an explanation of the agricultural situation from the local government (Public-Private-Partnership Project for the Improvement of the Agriculture Product Marketing and Distribution System)
Photo provided by JICA

Evaluation of Japan's ODA to Costa Rica and Nicaragua



Note: Field surveys were not conducted in Nicaragua due to the worsened social/political situation during the evaluation period. The evaluation of Japan's ODA to Nicaragua is based on a literature survey conducted in Japan and written interviews. Recommendations have been replaced with lessons learned based on the evaluation results, which concern both Costa Rica and Nicaragua.

Recommendations: Costa Rica

Cooperation for climate change mitigation should be continued, especially to reduce greenhouse gas emissions in the urban transportation sector which has a growing need for continuous assistance.

It is particularly worth examining the possibility of cooperation to facilitate public transportation, such as train systems, which contribute to a significant reduction of greenhouse gas emissions by using Japan's technology and experience of cooperation in other countries.

Given the urgent need for cooperation to mitigate economic disparities between urban and rural areas in Costa Rica, Japan should extend the cooperation nationwide. Japan could support systematization of diffusing "livelihood improvement approach" and also provide technical assistance for promotion of Micro, Small and Medium Enterprises in rural areas.

Implementing a study to sort out and identify critical issues in Costa Rica as a middle-income country may enable stakeholders to specify relevant themes and means of ODA. Such findings could be utilized in the formulation of development cooperation policies for other middle-income countries.

Costa Rica actively promotes triangular cooperation. As its partner, Japan should implement triangular cooperation with Costa Rica to other Latin America countries in order to strengthen the capacity of Costa Rica to implement cooperation.

Japan needs to develop better PR strategies to let a variety of people know about Japan's ODA.

For example, it is essential for Japan to share its strategies with Costa Rican stakeholders and cooperate in PR activities in order to efficiently promote Japan's ODA.

Moreover, Japan should effectively utilize social media in order to reach people of all ages.

Implementation Status of Response Actions: Costa Rica

In March 2019, JICA held a seminar in Costa Rica to share its experience on cooperation in the urban transportation sector. Currently,

the Costa Rican stakeholders are considering the future development projects in this sector.

With regard to the livelihood improvement approach, Japan continues to promote human resources development through thematic training programs in order to support the Ministry of Agriculture and Stock Farming of Costa Rica promoting the approach to wider areas. In the areas where cooperation using the livelihood improvement approach has been implemented, JICA has begun to address systematization of the activities the residents have practiced.

As for promotion of Micro, Small and Medium Enterprises, Japan continues to provide support in Central America, utilizing human resources trained in Costa Rica.

Measures for responding to specific issues for middle-income countries will be considered in the next revision of the Country Assistance Policy for Costa Rica, which is scheduled for 2021 or later.

As for promotion of triangular cooperation with Costa Rica and other Latin American countries, consultations are underway with Costa Rica in the environment sector, such as geothermal development, where Japan has advanced technology.

Particularly in the environmental sector, it is expected that experience accumulated in Costa Rica would be shared with eight Central American countries through ongoing the "Project for Capacity Development on Integrated Management and Conservation of Biodiversity at regional level in SICA Region."



▶ Creation of a biogas plant using receiving tanks (Costa Rica: Project for Promoting Participatory Biodiversity Conservation)
Photo provided by Kenshiro Imamura/JICA

As for PR about Japan's ODA in a wide range of the population, MOFA has been utilizing various approaches such as sending press releases to local media and sending messages via the Embassy's website and Facebook.

Lessons Learned from Cooperation toward Costa Rica and Nicaragua

Significant and sustainable effects could be expected when implementing cooperation in prioritized sectors in the partner country's development policy where the government takes initiative.

In Latin America, collaboration with the Inter-American Development Bank (IDB) was confirmed to be more effective than bilateral cooperation because of larger fund, easier formulation and implementation of project, and less administrative costs.

It was also confirmed that combining different schemes in a program could generate synergy and greater impact.

Japan should consider the best way of approaching based on issues when implementing cooperation in multiple countries or regions.

For example, when implementing a project of a specific theme, it would be more efficient to share knowledge, lessons learned, and results obtained in one country with other countries.

On the other hand, when approaching regional common issues that cannot be addressed by a single country, it would be more effective to cooperate through a regional coordination agency as a point of contact, which has an advantage in facilitating unification of standards and procedures within the region.



It is useful to formulate policy objectives more clearly as well as to set specific indicators for each cooperation program goal in order to properly evaluate ODA results at policy level.

■ Mulukuku Bridge
(Nicaragua: Bridge and National Road Construction Project)
Photo provided by JICA

Implementation Status of Response Actions: Costa Rica and Nicaragua

Supporting the initiatives of the partner country will be considered in the next revision of the Country Assistance Policy, scheduled for 2021 or later.

As for co-financing project with IDB, the project to promote energy-saving electrification in Nicaragua was completed in 2019. In addition, JICA and IDB continue to cooperate in implementation of a project to improve the sewage system in the metropolitan area of Costa Rica. Japan has been holding regular consultations with IDB to explore the possibility of new co-financing projects.

To promote strategic inter-scheme combination in Japan's ODA in one common program, Japan is implementing loan aid project (bridge project) in Nicaragua's transportation/traffic sector in combining with grant aid and technical cooperation projects implemented in the past. In addition, introduction of technologies and methods in the Central America is being promoted primarily in education and health care sectors through combination between technical cooperation and volunteer projects.

With regard to utilizing the expertise and lessons learned through case studies conducted in the region, the "One Village, One Product" Movement has gained popularity in El Salvador as part of efforts to address income disparities. This initiative is now being applied in Guatemala and Honduras as well.

In police sector, similar activities are implemented in Guatemala, Honduras and El Salvador with cooperation of Brazilian government based on its successful cases. Also, in the health, disaster prevention, and education sectors, projects are being formulated with a view to achieving synergy effect obtained by combining successful practices.

The framework of the Central American Integration System (SICA) is used to address regional common issues in the Central American



▲ Sharing of disaster management information among residents
(Guatemala: Project on Capacity Development for Disaster Risk Management in Central America)
Photo provided by JICA

countries. Several projects are underway in environmental protection, transportation/traffic, and climate change mitigation sectors. In addition, Japan is currently preparing for cooperation in the development of agriculture/farming areas and gender mainstreaming.

As for developing specific indicators for each cooperation program goals for Costa Rica and Nicaragua, its appropriateness will be examined as well as its advantages and disadvantages in the next revision of Country Assistance Policy, scheduled for 2021 or later.

Evaluation of Japan's Individual Grant Aid

Non-Project Grant Aid to the Republic of Togo in FY 2013

Recommendations

In the preparation document for grant aid titled "Economic and Social Development Program" (formerly the "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.

MOFA should also improve its monitoring and recording from the delivery of procured items to their sale. Furthermore, it is recommended that MOFA should strengthen information sharing concerning the use and application of counterpart funds in advance with the partner country government. It is also recommended that MOFA should strengthen consultations and information sharing concerning Japan's assistance to countries where Japanese embassy staff are not stationed.

Implementation status of response measures

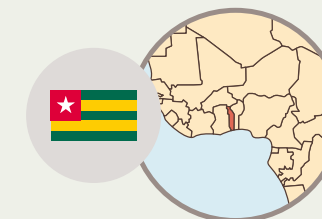
In the formulation of a grant aid project under the Economic and Social Development Program, the details of the project are scrutinized among stakeholders and its details are included in the preparation document.

In considering procurement items, efforts are made to ensure the appropriate use in the partner country. Discussions are also held to determine how the procured items should be maintained and managed after delivery, based on the partner country's management capacity and past records of the item procured in the region and the country.

Efforts are also made from the formulation stage to listen to the



▲ Residents holding their village's local products
(El Salvador: One Village One Product Promotion Project)
Photo provided by JICA



partner country's intentions regarding the items to be procured, whether counterpart funds will be generated, and how to use them.

During the implementation stage, follow-ups are made on various occasions, including intergovernmental meetings, and the information is shared by stakeholders.

With regard to the use, application and reporting method for counterpart funds, efforts are made to explain the details to the partner country in accordance with the situation faced by the country and the unique nature of the project on various occasions, including intergovernmental meetings. Efforts to follow up on the status in a timely manner are also made.

The Embassy of Japan in Côte d'Ivoire made an official visit to Togo and had a meeting with key government officials. The Embassy explained and exchanged views on Japan's overall policy for development cooperation in Togo. In addition, the Embassy is striving to conduct PR activities in Togo, such as the Ambassador and staff members attending the handover ceremony with President Gnassingbé and other dignitaries at the completion of a grant aid project in Togo.



▶ A ribbon-cutting ceremony
(Togo: Delivery Ceremony for the Grant Aid Project of Construction of Two Bridges, Kara and Koumougou to Togo) (November 28, 2019)
Photo provided on the website of the Embassy of Japan in Togo

Editor's Note

As of December 2020, the COVID-19 pandemic is still weighing heavily on the lives and jobs of many people around the world. The pandemic has shaken us in ways that we could never have imagined and relentlessly forced us to behave differently.

The same is true for ODA evaluations, as we continue to explore ways of conducting evaluations under the shadow of the pandemic with restrictions on overseas travel and greater use of telework.

The greatest challenge that we face at present is our inability to travel to target countries for evaluations. In the past, ODA evaluations were carried out through field surveys to obtain hands-on information, but we have been forced to forgo this under the current circumstances.

How can we overcome this inability to visit partner countries to check the situation there and to meet government officials and local residents directly? Each evaluation team is trying to come up with alternative approaches, such as conducting interviews through video conferencing systems and using local consultants.

However, the teams claim that the amount and quality of the information obtained through these approaches has been limited compared to field surveys, which would usually allow them to immerse themselves in the local environment and acquire multifaceted information through their five senses.

On the other hand, if we succeed in establishing effective remote surveying methods due to the current crisis, this may provide a window of opportunity for us to expand the potential for conducting evaluations in countries with security issues that have so far impeded evaluations. I am also hopeful that the use of digital technologies, developed and improved at an accelerated pace in the face of the pandemic, will increase the number of options that we have for conducting efficient and effective evaluations.

Uncertainty about the future means that we have to flexibly use whatever options are available to us until we have overcome the crisis, and I believe that such efforts will prove invaluable in tackling future challenges. Just like we do for ODA projects, we will carry on the process of learning from our experiences and improving our work.

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