

Summary of Terminal Evaluation

1. Outline of the Project	
Country : Burkina Faso	Project title : Project for Dissemination of improved seeds in Burkina Faso (En.) Projet de Développement des Semences Améliorées au Burkina Faso (Fr.)
Issue/Sector : Agriculture/ Rural Development	Cooperation Scheme : Technical Cooperation Project
Division in Charge : Rural Development Department, JICA	Total cost Total: 334 million yen (as of Feb.2012)
Period of Cooperation : Feb. 2011 – Feb. 2012 (Extension Period)	Partner Country's Implementing Organization : Ministry of Agriculture and Hydraulic (En.) Ministère de l'Agriculture et de l'Hydraulique (Fr.)
	Supporting Organization in Japan : Ministry of Agriculture, Forestry and Fisheries, Nagoya University, Tokyo University of Agriculture, etc.
	Related Cooperation :
1-1 Background of the Project	
<p>Agriculture is the main industry in Burkina Faso which comprises 30% of GDP and 85% of labor force. The agricultural productivity, cereals in particular, is low, however, due to soil degradation, climate instability and poor infrastructure. In order to improve such situation, the government of Burkina Faso implemented Seeds Sector Development Project (2003-2005) by using the fund that was accumulated in return for the 2KR aid provided by the Japanese government. The project contributed to the enhancement of the productivity, to some extent, however, the popularity of improved variety seeds is still low among ordinary farmers. To address this issue, the government of Burkina Faso requested the Japanese government the technical cooperation project that strengthen the capacity of producing and disseminating improved variety seeds. The Projet de Développement des Semences Améliorées au Burkina Faso then started in February 2008. The project was originally planned for three years but it was extended until February 2012 for one more year in order to further address extension issues. Since the extension phase is finished in February 2012, JICA dispatched the terminal evaluation mission to assess accomplishment of the project, withdraw lessons learned and provide recommendations.</p>	
1-2 Project Overview	
<p>(1) Overall Goal: The use of improved variety seeds is increased at target provinces.</p> <p>(2) Project Purpose: The use of improved variety seeds is increased at target villages.</p> <p>(3) Output :</p> <p style="padding-left: 20px;">Output 1 Production techniques on improved variety seeds are strengthened.</p> <p style="padding-left: 20px;">Output 2 Quality control and inspection techniques of improved variety seeds are strengthened.</p> <p style="padding-left: 20px;">Output 3</p>	

FFS is experimented as an extension method of improved variety seeds.

1-3 Inputs (As of Feb. 2012)

< Japanese side >

Long-term expert	2	Provision of equipment	App. JY 820 thousand
Short-term expert	2	Operational cost	App. JY18,980 thousand
Acceptance of trainees in Japan	2		

< Burkina Faso side >

Counterparts	7		
Provision of facilities	Office space		
Operational cost	App. JY1,760 thousand (as of Nov.2011)		

2. Evaluation Team

Members of Evaluation Team	<ol style="list-style-type: none"> 1. Mr. Yuji Moriya (Leader) JICA Burkina Faso, Resident Representative 2. Mr. Masaru Kurimoto (Planning Cooperation 1) , JICA Burkina Faso 3. Mr. Salifou Sare (Planning Cooperation 2) , JICA Burkina Faso 4. Mr. Hideyuki Kubo (Evaluation Analysis) , Global Link Management Inc. 5. Mme KANGAMBEGA Noellie, National Seed Department 6. M. SAWADOGO S. Gilbert, Department of Survey and Planning
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Period of Evaluation	30 Jan. 2012 – 10 Feb. 2012	Type of Evaluation: Terminal evaluation
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3. Results of Evaluation

3-1 Summary of Project Accomplishment

Output 1:

Output 1 is achieved. First, all the four indicators are satisfied. Second, the national seed inspectors who participated in the training course at Africa Rice Center has acquired new knowledge and skills on the production of improved variety seeds of rice and has already applied such knowledge and skills in the implementation of local training courses for rice seed producers.

Output 2:

Output 2 is achieved. First, all the three indicators are almost satisfied. Second, in the national laboratory that is responsible for seed certification, there is one senior expert who is specialized in plant pathology. Through the hands-on assistance by Japanese expert, he acquired a simple sterilization technique without using autoclave and is now able to apply it in the laboratory. In addition, he also acquired new knowledge and skills on the detection and analysis of bacteria through the participation in the pathology training course held in Japan although his capacity is not fully utilized in the laboratory due to the shortage of necessary facilities.

Output 3:

Output 3 is achieved. First, all the four indicators are satisfied. Second, the purpose of introducing FFS, which is to raise awareness among farmers on the advantage of using improved variety seeds, is considered

to be achieved. This was demonstrated by FFS participants at 7 target villages in Oubritenga and Comoe provinces during the meetings with terminal evaluation members held on February 1-5, 2012 that all the farmers attended meeting confirmed the advantage of improved variety seeds in terms of yield and cropping cycle compared with local varieties, and furthermore, some farmers in some villages also mentioned the tolerance of disease and resistance to drought as characteristics of improved variety seeds.

In addition to the above observation, the experimental FFS practices under Output 3 clarified the issue on the productivity increase by introducing improved variety seeds. It demonstrates that high yield of improved variety seeds is realized when appropriate cropping techniques including the use of fertilizer are applied. Without the application of such techniques, the yield of improved variety seeds is not much different from the yield of local variety seeds (See attached Annex V for more details) . The terminal evaluation team has observed that this point is well captured by concerned senior officials including Project Director of PDSA in the Ministry, Regional Director for Agriculture in Cascades region, Provincial Directors for Agriculture in Comoe and Oubritenga provinces and Regional FFS Coordinator in Comoe province.

Project Purpose:

Project Purpose is achieved as indicators are basically satisfied. The adoption rate of improved variety seeds at target villages will be doubled in 2012 compared with the previous year. In addition, the terminal evaluation team observed that farmers at villages where the team visited clearly recognized the advantage of improved variety seeds in terms of yield (for seven villages) and growth period (for six villages) .

Overall Goal:

The projection on the achievement of Overall Goal is positive in the following reasons. First, concerned officials in the Ministry as well as regional and provincial offices for agriculture already recognize the effectiveness of the FFS method. Although the actual operationalization of the method is not easy due to the financial requirement such as the provision of transportation means for extension agents to visit villages every week and the cost to organize FFS activities in the field, these officials hold willingness to accommodate the method by adopting it within the workload and available means of their offices. For example, provincial director of Comoe suggest extension agents to guide farmers practicing new techniques rather than just listening to them without practicing. Second, while the application of the FFS method, or its modified version, by concerned officials is carried out under the context of productivity increase and food security at the local level, it is likely that improved variety seeds are used in FFS practices since they recognize that the use of improved variety seeds can contribute to achieving these purposes.

3-2 Implementation Process

(1) Progress of Activities

In principle, project activities were implemented accordingly as described in the PDM. However, there are two issues that should be noted. First, Japanese experts were obliged to leave Burkina Faso from the end of April for about three months due to security reason. Although the experts made efforts to communicate with local PDSA staff to support capacity building of extension agents for FFS activities during this period, it was not feasible to provide optimum support for them through email communication. The situation caused various constraints in the implementation of FFS activities

including the collection of baseline data and the setting of experimental plots. Second, the five-days training course provided for extension agents to be a FFS facilitator, which was conducted during the period when the experts temporarily left the country, was found to be insufficient. Since knowledge and skills of extension agents as a FFS facilitator did not reach at the satisfactory level at the time of launching FFS activities, the constraints described above (i.e. regarding the baseline data collection and experimental plot setting) were not mitigated.

(2) Communication and management

During the one-year extension phase, communication was made rather smoothly among concerned project management actors including Project Director, technical staff of SNS and regional/provincial agricultural offices, Japanese experts and local PDSA staff although regional and provincial senior officials faced difficulties in their full involvement in the project due to time and financial constraints.

In terms of management decision making, the project actively organized executive meetings between Project Directors and Japanese experts, which has contributed to the smooth communication and effective sharing of progress and issues in the implementation of project activities.

3-3 Evaluation Results

(1) Relevance

Relevance of the project is basically high. First, promoting the use of improved variety seeds is important to enhance agricultural productivity and food security in Burkina Faso. The government launched distribution policy of improved variety seeds in 2008 in response to the price hike of food stuff and senior officials of Agricultural Ministry clearly recognize the priority of improving agricultural productivity to address the issue of food insecurity. Second, the introduction of the FFS method as an experimental practice for the awareness raising and promotion of improved variety seeds for productivity increase is highly pertinent. This has already been confirmed by the result of the project that almost all the farmers who attended the meetings with the terminal evaluation team during February 1-5, 2012 realize the advantages of the improved variety seeds such as high yield and short cycle.

While the project was considered as highly relevant at the time of project planning, the result of the project has changed its perspective in a sense that simply promoting the use of improved variety seeds does not necessarily lead to the enhancement of agricultural productivity and food security at the local level. The project has demonstrated that the promotion of improved variety seeds should be accompanied by the appropriate cropping techniques to realize the productivity increase.

(2) Effectiveness

Effectiveness of the project is high. First, the project purpose is already achieved. Second, the introduction of the FFS method directly contributed to the achievement of the project purpose so that the causal linkage between Output 3 and Project Purpose is very high.

It should be noted, as described in the Terminal Evaluation Report of the main project phase signed on December 14, 2010, that the primary objective of the project extension was to establish an effective extension method for the dissemination of improved variety seeds, and the activities under Output 1 and

Output 2 were not designed as major factors that contributed to the achievement of the project purpose. They were incorporated as activities of the extension phase as the follow-up of the main phase. Hence, it is not pertinent to directly examine the causal relationship between these two outputs and the project purpose under this evaluation.

(3) Efficiency

Efficiency of the project is high. Despite the temporal leave of the experts out of the country for three months, the project has conducted all the activities and achieved all the outputs and project purpose with planned inputs. Furthermore, the effectiveness of the FFS method as a way to promote improved variety seeds is demonstrated accordingly.

While the project achieved outputs and project purpose at the satisfactory level, it is worth mentioning that it could have produced higher and more quality results if the level of capacity of extension agents was captured before FFS activities were launched. For example, the project could have conducted simple capacity assessment of extension agents at the time of project planning (or at the beginning of the extension period) with concerned officials including the counterpart of Output 3 and provincial directors for agriculture. By assuming the weakness of capacity of extension agents, the project could have taken different measures to support a coaching process for the agents.

(4) Impact

Impact of the project is high. First, the projection on the achievement of Overall Goal is positive as described above. Second, the project has produced solid knowledge on the importance of applying appropriate cropping techniques to realize the advantage of improved variety seeds. While concerned officials already recognize this point, the data produced by the project is likely to contribute to strengthening this recognition and further promoting the integrated approach in the dissemination of improved variety seeds.

(5) Sustainability

Sustainability of project achievements is ambiguous at the time of the terminal evaluation due to the following reasons. First, it is unlikely that the FFS method will continue to be implemented by the Ministry in the same manner as applied under the PDSA (i.e. holding weekly regular meetings for farmers to learn characteristics of improved variety seeds and cropping techniques at target villages) , primarily due to financial constraint as discussed in 4.4 above. Second, while this is likely to be the case, the essential part of project achievement is already shared among concerned senior officials and will be incorporated into agricultural extension policies at the provincial level as discussed above. Third, it might be the case that some farmers in some of 19 target villages continue to apply collective learning practice that was introduced under the PDSA since they are convinced with the usefulness of experience sharing and joint learning.

3-4 Conclusion

The project contributed, through the introduction of the FFS method, to enhance the awareness of participating farmers on the advantage of improved variety seeds in terms of high yield and short cycle and

also improve their knowledge and skills on cropping techniques.

The terminal evaluation team therefore concludes that the extension phase of the project has successfully accomplished its mandate and thus suggests the closure of the project as planned.

3-5 Recommendations

(1) Approach of introducing improved variety seeds

Simply promoting the introduction of improved variety seeds does not necessarily lead to the enhancement of agricultural productivity and food security. Hence, the existing approach regarding the improved variety seeds needs to be further developed and a more effective and integrated strategy (i.e. introduce of adequate cropping techniques or utilization of fertilizers) needs to be explored.

(2) Incorporation of the essence of project's achievement into the routine work of government offices

Concerned officials in Comoe province (and Cascade region) clearly recognize its effectiveness and hold willingness to continue in a modified manner under the limited financial condition. They are already guiding their extension agents to accommodate direct experimentation practices and regular observations by farmers in a collective manner in their regular extension work in villages. This finding indicates that what is important is not to simply continue project's achievement as they are but to identify what are essential factors in project's achievement and what actors can do under limited financial and human resource conditions. By linking these two, project's achievement would be used under such difficult conditions.

(3) Use of equipment and manuals

Concerned actors involved in the project including SNS, Extension Department, Regional and Provincial Offices for Agriculture are requested to use equipment and manuals that were provided or developed by the project in their regular operations.

3-6 Lessons Learned

(1) Application of the established methodology

The extension phase of the project was mandated to establish an effective extension method to promote improved variety seeds during the period of one year. This is by itself a difficult challenge. The adoption of the FFS was found to be a right choice to address this task. Even though the knowledge and skills of agricultural extension agents were low in Burkina Faso, the introduction of the FFS (the application of "Agro Eco System Analysis" is the core of the FFS method as a learning tool) could successfully result in achieving planned targets of the project thanks to its demonstrated validity as an established extension methodology in various countries in Asia and Africa and its right application by the Japanese experts. This is an excellent demonstration that the theory could work as long as it is pertinently applied.

(2) Necessity of capacity assessment of executing actors at the planning (or early) stage of the project

The project could have produced more quality results if the weak capacity of extension agents was

captured at the planning (or early) stage of the extension phase. Therefore, the capacity assessment in detail should be introduced at the planning (or early) stage of the project.

(3) Need of involving all levels

In order to establish an effective extension system, such as the FFS, the collaboration and integration of multi-level governmental offices are essential. Extension agents alone cannot carry out field work unless provincial and regional offices provide financial and technical assistance. Hence, a project that aims to establish an extension system should first obtain commitments from multi-level offices at the initial stage, rather than simply to agree with central government offices.

Summary of Terminal Evaluation

1. Outline of the Project		
Country : Burkina Faso	Project title : Project for Dissemination of Improved Seeds in Burkina Faso	
Issue/Sector : Agriculture/Rural Development	Cooperation Scheme : Technical Cooperation Project	
Division in Charge : Rural Development Department, JICA	Total cost (As of Dec. 2010) Total: 3.3 million Yen	
Period of Cooperation : Feb. 2008 –Feb. 2011	Partner Country's Implementing Organization : Ministère de l'Agriculture, de l'Hydraulique et des Ressources Halieutiques	
	Supporting Organization in Japan :	
	Related Cooperation :	
1-1 Background of the Project		
<p>Agriculture is the main industry in Burkina Faso which comprises 30% of GDP and 85% of labor force (2005). The agricultural productivity, cereals in particular, is low, however, due to soil degradation, climate instability and poor infrastructure. In order to improve such situation, the government of Burkina Faso implemented Seeds Sector Development Project (2003-2005) by using the fund that was accumulated in return for the 2KR aid provided by the Japanese government. The project contributed to the enhancement of the productivity, to some extent, however, the popularity of improved variety seeds is still low among ordinary farmers. To address this issue, the government of Burkina Faso requested the Japanese government the technical cooperation project that strengthen the capacity of producing and disseminating improved variety seeds. The Projet de Développement des Semences Améliorées au Burkina Faso then started in February 2008 and will be terminated in February 2011. Before the termination of the project, JICA dispatched the terminal evaluation mission in order to assess accomplishment of the project, withdraw lessons learned and provide recommendations.</p>		
1-2 Project Overview		
(1) Overall Goal: Utilization of improved variety seeds is increased at the national level.		
(2) Project Purpose: Utilization of improved variety seeds is increased in the target areas of the project.		
(3) Output :		
Output 1		
Production system of improved variety seeds is developed.		
Output 2		
Quality control and inspection techniques of improved variety seeds are strengthened.		
Output 3		
Effective method for the extension of improved variety seeds is established.		
1-3 Inputs (As of Dec. 2010)		
< Japanese side >		
Long-term expert	2	Provision of equipment
Short-term expert	4	Operational cost
Acceptance of trainees in Japan	8	App. JY16,401 thousand
		App. JY58,700 thousand
< Philippines side >		
Counterparts	3	
Provision of facilities	Office space	
Operational cost	App. JY6,190 thousand	
2. Evaluation Team		
Members of Evaluation Team	<ol style="list-style-type: none"> 1. Hirofumi Hoshi (Leader) Director, Sub-Saharan Africa Division, Rural Development Department, JICA 2. Junji Takahashi (Agricultural Development) Senior Advisor (Agricultural Development), JICA 3. Hideyuki Kubo (Evaluation Analysis) Global Link Management Co., Ltd. 4. Kyota Iizuka (Evaluation Planning) Sub-Saharan Africa Division, Rural Development Department, JICA 5. KARFO Sambena, Survey and Planning Department, MAHRH 6. TOE/SABA Pauline, General Directory of Cooperation Department/Minister of Economic and Financial 7. M. LANKOANDE D. Olivier (Improved Seeds), National Service of Improved Seed, MAHRH 8. Pr DABIRE B. Clémentine (Agricultural technology), Researcher in National Institute of Agriculture and environmental Research (INERA) 	
Period of Evaluation	28 Nov. 2010 – 18 Dec. 2010	Type of Evaluation: Terminal evaluation

3. Results of Evaluation

3-1 Summary of Project Accomplishment

Output 1:

Indicators on organizing training courses and the application of what the trainees learned in their field are both achieved and the indicator on the development of technical manual is to be achieved by the end of the project. Facilities at seeds farms are also improved. In addition, the project has been developing a database that stores the information on the volume of certified improved variety seeds by crops, regions and provinces. This database will contribute to the effective information management on improved variety seeds production at the national, regional and provincial levels.

Output 2:

Indicators on organizing training courses and the application of what the trainees learned in their field are both achieved and the indicator on the development of technical manual is to be achieved by the end of the project. Facilities and inspection qualities at inspection laboratory are also improved.

Output 3:

An indicator on organizing training courses is not achieved and the draft extension guideline is not tested at the time of the terminal evaluation. However, it is expected that these indicators will mostly be achieved by the end of the project. The project examined three extension methods (demonstration farm, farm visit and mini-production) but they have not been elaborated as an established method. Mini-production method was cancelled during the year of 2010 due to misunderstanding among actors. The establishment of effective extension method of improved variety seeds will not be realized by the end of the project.

Project Purpose:

Adoption rate of improved variety seeds is increased by 41.5% at one of five pilot villages where mini-production scheme was implemented. It is highly likely that other four villages have similar results. It should be noted, however, that free distribution of improved variety seeds has been made by government and the project so that it might be the case that the use of improved variety seeds stops if such free distribution ends. In addition, a mechanism of multiplying experiences of pilot villages toward target areas (i.e. at the provincial level) is not addressed so that project purpose is unlikely to be achieved at the target area.

Overall Goal:

Production of certified improved variety seeds is 261 t (2001), 5430 t (2007) and 10592 t (2010) respectively. The production is increased and this trend will likely to continue since government policy on improved variety seeds will continue. It is likely that technical improvement by the project to some extent contributed to the increase of the production. However, it is not clear to what extent the activities contributed to it.

3-2 Implementation Process

(1) Progress of Activities

Among 19 activities stipulated in the Plan of Operation, 17 activities are already completed or will be completed by the end of the project. Two activities that will not be completed are data collection on the utilization rate and the experimentation of effective extension method.

(2) Communication and management

The project office is located at the office of C/P so that daily communication is basically made among project members. However, there are issues that have arisen regarding decision-making and management of the project as follows:

- ◆ Some activities including mini-production scheme started without consensus among concerned project members and were terminated during the course of their implementation because of the objection by some project members.
- ◆ Disagreement persisted as to the indicator of the project purpose. It was finally agreed at just five months before the project ends that the adoption rate is used as an indicator.
- ◆ Japanese expert on seeds (or cropping) was expected to dispatch but was not realized due to short of human resources. However, the revision of PDM and PO was not made by reflecting the issue.
- ◆ The input of Japanese expert on "Organizing farmers" is 10.76 MM but the role of the position was not clear within PDM.
- ◆ Collaboration with INERA was minimal. They were not provided with data on the needs of original seeds at the national level.

(3) Strong commitment by senior official

In the Ministry of Agriculture, a senior official in charge of the project has demonstrated strong commitment to the project since the beginning of the project implementation.

3-3 Evaluation Results

(1) Relevance

Relevance of the project is relatively high based on the following reasons. First, the importance of promoting improved variety seeds is legally endorsed and the expectation of senior officials in the Ministry of Agriculture to the use of improved variety seeds is very high. In addition, the agriculture and rural development sector is one of principal areas of assistance by

Japanese government. Second, the project design is overly ambitious. This project holds two components; strengthening seed production system (Output 1 & 2) and establishing effective extension method (Output 3) so that it should have been organized as two different projects or one project with large inputs. However, the difference between two components was not articulated at the planning stage and the project scope of targeting eight crops and eight provinces was identified with this two-component framework and with one project scale input. Such a framework has not been revised.

(2) Effectiveness

Effectiveness of the project is relatively low. First, the project purpose is likely to be achieved at the pilot village level where mini-production scheme was implemented but is unlikely at the target area level because no effective extension method is developed at that level. Second, the achievement of the project purpose at the pilot village level was brought about by mini-production scheme of output 3 and it is not related to output 1 and 2.

(3) Efficiency

Efficiency is relatively high from the viewpoint of the achievement level of outputs in relation to inputs. First, despite the negative conditions that the project design was not appropriate and Japanese expert on seeds was not dispatched, the project has produced good level of achievement on output 1 and 2. The project has efficiently produced these outputs with low inputs.

Second, some inputs did not contribute to producing outputs. For example, mini-production work was terminated without the establishment of an effective extension system. Certain level of inputs (such as equipment and human resources) was made for the work but not used efficiently.

(4) Impact

Impact is relatively high. First, overall goal is likely to be achieved. The production of improved variety seeds became more than double during the past three years and this trend is likely to continue thanks to concerned government policies. While the project contributes to the overall goal through the improvement of production techniques, data are not available to quantify this contribution. Second, as an extra impact, seed inspectors and field technical officers who attended training courses organized by the project can now serve as lecturers in training courses for seed farmers.

(5) Sustainability

Sustainability is moderate. In the policy aspect, the Seed Law as well as strong needs of productivity growth will enable the production and extension of improved variety seeds as principal agricultural policy of the government. In the technical aspect, most of farmers who attended training courses organized by the project seem to practice what they learned in the field. In the organizational and institutional aspect, the project has implemented activities through the existing government mechanism so that it is very likely that the mechanism exists after the termination of the project. In the financial aspect, however, field level activities have been financially supported by the project including transportation and allowance cost for inspectors and field officers so that it is unlikely that the mechanism will continue to function after the project budget ends.

3-4 Conclusion

The project has produced output 1 & 2 at the sufficient level but will not produce output 3. The establishment of an effective extension method is unlikely by the end of the project. The project purpose is likely to be achieved at the pilot village level but not at the target area level. For the five criteria evaluation, relevance, efficiency and impact are positively evaluated but the effectiveness is relatively low and sustainability is moderate due to the financial difficulty.

Since the project has aimed at increasing use of improved variety seeds by farmers, the establishment of an effective extension method is indispensable so that the project extension should be considered to address the issue.

3-5 Recommendations

(1) Project extension

- ◆ The project should be extended for one year and establish an effective extension method.

(2) By the end of the project

- ◆ Development of database on the certified improved variety seeds should be completed. During the course of the development, INERA needs to be involved so that they can use the data effectively.
- ◆ Technical manuals for output 1 & 2 should be finalized.

(3) During the extension period

- ◆ Farmer Field School (FFS) should be examined as an effective extension method for improved variety seeds.
- ◆ Capacity building of concerned institutions on the production of improved rice variety seeds needs to be addressed.
- ◆ Capacity building of national inspectors needs to be addressed focusing on the issue of plant pathology.
- ◆ A new and high quality machine for post-harvest quality control needs to be provided to a seed farm.
- ◆ Budget from counterpart fund needs to be liquidated to support honorarium and operation cost of C/P.
- ◆ Frequent communication is required between Burkina Faso and Japan sides in order to share information about progress and issues of the project.

- ♦ Three counterparts need to be assigned who are in charge of improved rice variety seeds, plant pathology and FFS respectively.
- ♦ The project needs to report the status of budget disbursement to the Burkina Faso side on the regular basis.
- ♦ Aside from the project, JICA needs to consider the technical and financial assistance for the development of the measurement method of utilization rate in collaboration with FAO and other international organizations.

3-6 Lessons Learned

- ♦ Project implementation might be hampered due to the cause of ill-prepared project design. Any review missions need to check the risk of ill-prepared project design during the review process.
- ♦ Project implementation is hampered by insufficient communication and mismanagement so that Japanese experts, leaders in particular, need to acquire management and communication skills.