

Chapter 2 Improving JICA's Cooperation Using Evaluation Results

The primary objectives of project evaluation conducted by JICA are to ensure accountability to the people, utilize evaluation results as a tool for project management by feeding them back into projects, and enhance learning among parties concerned. Under such objectives, JICA has been striving to share and accumulate good practices within the organization using evaluation results in the course of improving projects through feedback.

As part of its effort, JICA, in fiscal 2004, conducted a questionnaire study on good practices using evaluation results to select excellent cases of utilization of evaluation results for project improvement and share them within the organization. The results were provided in the Annual Evaluation Report 2004 (Part 1, Chapter 3).

With the purpose of sharing and accumulating information within JICA about good practices of using evaluation results and organizational efforts toward utilization, JICA conducted a case study in fiscal 2005 as it did in fiscal 2004. In particular in fiscal 2005, the study targeted thematic task forces responsible for knowledge management by sector and issue within JICA.

As a result of the studies, the following patterns in the utilization of evaluation results were identified.

a. Utilization for planning and operation of individual projects

For example, planning of new projects is improved using the evaluation results of similar projects in the past as references; project modifications are made based on the results of monitoring and evaluation of projects under implementation. There are also cases where the results of thematic evaluation, i.e. program-level evaluation, are used for improving planning and operation of projects.

b. Utilization for the formulation of cooperation policies by sector and issue

After analyzing aid trends and cooperation approaches by sector and issue, JICA works to clarify the basic concepts and directions of its projects. Evaluation results in the past are reflected in formulating cooperation policies at the program level as well.

c. Utilization for improving systems for project implementation

In order to implement effective and efficient projects, it is essential to improve the system of operational processing on an as-needed basis. The study showed the cases where evaluation results were used for system improvement.

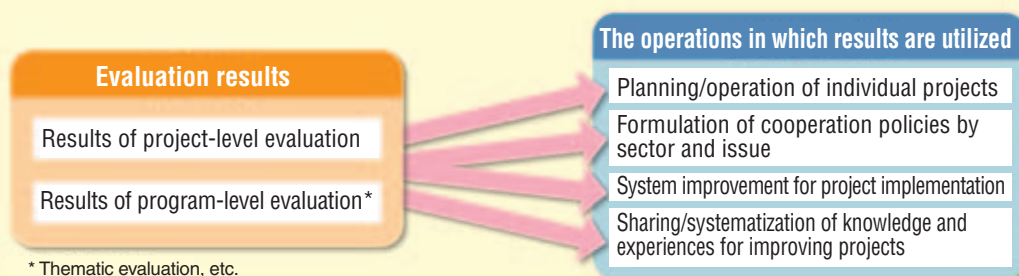
d. Sharing and systematization of knowledge and experiences for project improvement

As described above, in order to proceed with project improvement through utilization of evaluation results, the efforts led primarily by thematic task forces were made in various areas, including promotion of information sharing among the concerned parties by holding study sessions and systematization of sector-specific lessons.

In connection with the effort of the entire organization in improving its cooperation activities, the Office of Evaluation of the Planning and Coordination Department of JICA has been committed to the compilation of a database of past lessons and the extraction of systematic lessons through a thematic synthesis study (see BOX 3, p.17), as well as to the promotion of sharing the good practices described above within the organization.

The following sections introduce the cases of utilization of evaluation results in various forms such as planning/operation of individual projects, formulation of cooperation policies by sector and issue, system improvement, etc., which were obtained from the study.

Figure 1-4 Patterns of Utilization of Evaluation Results



2-1 Cases of Utilization for Planning/Operation of Individual Projects

As examples of cases in which evaluation results were used for planning/operation of individual projects, this section presents the efforts in three areas: agricultural and rural development, fishery, and energy/mining. In launching a new project, JICA currently ensures that lessons from similar projects in the past are utilized from the planning stage to implement effective projects. The ex-ante evaluation document has space to be filled in with regard to utilization of lessons learned from similar projects in the past (See Part 2, p36, Examples of Ex-ante Evaluation).

(1) Agricultural and Rural Development

In planning and formulating Agricultural and Rural Development for Rehabilitation and Reconstruction through Community Approach in Trincomalee, launched in Sri Lanka in fiscal 2005, the results of Thematic Evaluation in Poverty Reduction and Community Development were utilized. The project involves reconstruction of rural infrastructure with participation of the community in the Northeast Province, Trincomalee, which has been devastated as a result of the civil war that lasted over two decades. It aims to establish a development model for participatory agricultural and rural reconstruction through activities such as enhancement of community-based organizations and technical guidance in agriculture.

In specific terms, the following actions have been taken during the formulation of project plans by making use of lessons learned from the thematic evaluation.

- The lesson learned from the Rural Livelihood Generation Project in the Philippines, which was subject to the thematic evaluation study as a case, is that mutual cooperation was not sufficiently obtained since the roles of the concerned parties were not clearly defined. Thus, in the project in Sri Lanka, information will be thoroughly shared among the concerned parties prior to the launch of the project regarding the concept and method of operations as well as the division of roles. Even during the project, the information will be updated appropriately in the periodical joint committee sessions. Through such activities, the project aims to build a mutual cooperation system with the involvement of various concerned parties such as an agriculture support center, administrators of provincial and village levels, community-based organizations, etc.
- In the Project on Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Programs in Indonesia and the Participatory Rural Development Project in Bangladesh, both of which were also subject to the thematic evaluation study, a proactive approach was adopted to increase the incentives and initiatives of the concerned parties in the partner countries, which led to support gained from the con-

cerned parties for the activities and the highest sustainable morale. Making use of the lessons, proactive and continuous participation of the community-based organizations, which are the key player of development, will be promoted in the project in Sri Lanka, by performing operations based on the community action plans developed by community initiatives.

(2) Fishery

The Fisheries Training Project in the Federated States of Micronesia utilized the results of its mid-term evaluation for its project management. Specifically, based on the activities performed during the first half of the cooperation period, the organizational system of the marine fisheries training school, which is the implementing body of the project, was reviewed at the time of mid-term evaluation, and as a result, a career counselor was placed at the school. Through the activities of the career counselor, the operations of the marine fisheries training school became widely known to private shipping companies engaged in marine fisheries, which used to be unfamiliar with the school activities. This contributed to gaining cooperation from private shipping companies in activities of the training school, allowing the use of private fishing vessels and regular ferries in addition to school-owned training ships for on-board training. As a consequence, training opportunities have increased and the quality of training has improved (more practical training opportunities), creating more job opportunities for students. Furthermore, effective management of practical training was made available without increasing the budget of the training school.

In other cases, lessons learned from projects in the past were used for the start of new similar projects. For example, the lesson learned from the Aquaculture Improvement and Extension Project in Laos is that conducting third-country training in Thailand was effective for the promotion of understanding and technical improvement of the Lao trainees because of similarities in culture and language. In addition, in the Freshwater Aquaculture Development Project in Indonesia, verification tests at the farmers' level and visits to the more advanced farms proved to be effective for the dissemination of aquaculturing technology to small-scale farms. Based on these lessons, in newly planned projects called Freshwater Aquaculture Improvement and Extension Project in Cambodia and Aquaculture Improvement and Extension Project in Laos (Phase 2), the following considerations have been given at the planning stages.

- Promoting South-South cooperation (third-country training and dispatch of third-country experts)
- Technology exchange between the counterpart and experts by taking advantage of the overlapping periods of both projects in Cambodia and Laos
- Diffusion of aquaculture at the farmers' level, highlighting training and exchange among farmers.

Table 1-4 Example of CD Assessment Check Sheet

First Classification	Second Classification	Third Classification	80's	90's	2000-present	Prospect
Society	Legal system	Systems of EU states				
		National Development Plan				
		Energy Conservation Law				
		Energy conservation regulations				
		Energy conservation policy and measures of authorities				
		ISO14001				
	Public funds	Convention on Climate Change				
		Subsidy				
		Low-interest loan				
	Incentives	Preferential tax				
		Energy cost				
		Energy self-sufficiency				
		Emission control of greenhouse gases				
	ESCO market	Energy-conservation potential				
ESCO market						
Energy-conservation awareness	Energy-conservation awareness					
	Environment consciousness					
	Cost consciousness					
Partnership	Partnership among administration, enterprises and citizens					
Organization/Individual	Central government	Training for energy managers				
		Factory consulting				
		Public Relations, Policy Formulation				
	Public sector	Agency for Small and Medium-sized Enterprises				
		Universities (cooperative organizations of government)				
	Private and commercial sector	Factories				
ESCOs						
Sellers of energy devices						
Population, ethnicity, religion						
Prerequisites (present only)	Peripheral environment for the promotion of energy-conservation	Land				
		Natural conditions				
		Economy, core industries				
		Other donors				

(3) Energy/Mining

In the energy/mining area, experiences with evaluation of similar projects in the past have been utilized for the planning and evaluation of other projects.

For the terminal evaluation of the Project on Energy Conservation in the Republic of Turkey, a Capacity Development (CD) Assessment Check Sheet was developed to evaluate capacity of promoting energy conservation at the levels of individual, organization and society as a method of monitoring and evaluation. This enabled them to evaluate the consolidation and diffusion of technology in specific terms from a comprehensive perspective of capacity development.

This type of CD Assessment Check Sheet is deemed effective if it is used not only at the time of evaluation, but also starting from the stage of project formulation. For example, making use of the sheet at the initial stage of project planning enables the selection of appropriate counterpart organization through the analysis of organizational capacity. Furthermore, by comprehensively encompassing the three layers, namely individual, organization, and society, it is greatly expected to perform detailed examination

of the cooperation content, incorporating the view of achieving the overall goals. Thus for the Project on Energy Conservation in Saudi Arabia and Dissemination and Promotion of Energy Conservation in Indonesia, based on the knowledge and experience obtained from the project in Turkey, a similar CD Assessment Check Sheet will be prepared for ex-ante evaluation of capacity of promoting energy conservation at the levels of individual, organization and society.

Furthermore, outside of projects in the energy conservation area, the thematic task force for energy/mining area is looking to implement CD assessment depending on the conditions of each subsector and holds study sessions on CD for that purpose. In the study sessions, efforts are made to promote understanding of basic concept of CD and share examples of the CD carried out by projects for energy

conservation and rural electrification.

2-2 Cases of Utilization for Formulation of Cooperation Policies by Sector and Issue

In the areas of health and transportation, lessons learned from evaluation results in the past were utilized for cooperation policies by sector and issue (Thematic Guidelines and Approaches for Systematic Planning of Development Projects, respectively), which were compiled in fiscal 2005.

(1) Health

After sorting out the general conditions, aid trends, and approaches and methods of major development issues, JICA systematically compiled its accumulated experience and knowledge as Thematic Guidelines, which includes points to consider in implementation of JICA projects/programs and directions of cooperation. The objective of the Thematic Guidelines is to promote sharing of basic information and knowledge about issues among the concerned parties of JICA, serving as a reference for

planning and implementation of JICA cooperation activities. The Thematic Guidelines in the area of nursing education were formulated in fiscal 2005. The following lessons obtained from the evaluation results of the past projects were used in the formulation process of the Guidelines.

- In some Islamic countries, where the status of women is low, nursing is considered to be women's work, and therefore, the status of nurses is perceived to be low. There are no institutional and social settings where specialized knowledge obtained in postgraduate education can be fully utilized, which in some cases hinders the generation of project effects (Nursing Education Project in Pakistan). When planning cooperation activities for the countries where gender discrimination and inequality could impede projects, it is essential to conduct analysis on gender issues in advance.
- When there is a plan to disseminate the nursing education models designed by projects throughout the nation, it is insufficient just to cover the cooperation period of JICA project (generally five years); instead, a longer-term perspective is required. The counterpart government should in principle be responsible for the nationwide dissemination. Still, it is important to develop strategic approaches jointly with the partner country even while the project is in progress and continue support on an as-needed basis, in order to consolidate the outcomes of the model districts at a national level and contribute to the nationwide dissemination.

Based on these lessons, the Thematic Guidelines list the following two points to be considered for cooperation activities: a) A gender perspective for cooperation in the countries where the status of women is low; and b) Development of strategic approaches toward nationwide dissemination of pilot projects in model schools or model districts.

Similarly, Synthesis Study of Evaluation in Higher Education, which has been conducted since fiscal 2004, is an example of the utilization of evaluation results for the formulation of Thematic Guidelines. The evaluation is to comprehensively analyze JICA projects in the area of higher education in the past, explore the direction of cooperation in the area and draw out lessons for formulation of future projects. Evaluations are conducted with the prospect that these lessons are to be reflected in the Thematic Guidelines in the same sector (See Part 3, BOX 10, p.102 Thematic Evaluation [Synthesis Study of Evaluation in Higher Education]).

(2) Transportation

JICA has systematically sorted out major development issues by sector and examined effective approaches based on experi-

Figure 1-5 “The Approaches for Systematic Planning of Development Projects”

Five Development Strategy Goals in Transportation

1. Improving the environment that provides transport services
2. Response to globalization and regionalization
3. Balanced national land development
4. Sustainable urban development and improvement of living standards
5. Elevation of rural living standards and regional promotion



ences with JICA projects in the past to compile Approaches for Systematic Planning of Development Projects since fiscal 2001*. In the area of Transportation, the Approaches for Systematic Planning of Development Projects (hereinafter referred to as the “Approaches”) was formulated in fiscal 2005 and lessons learned from past projects were used in its formulation process.

For example, the following lessons are obtained from the Study on Urban Transport Master Plan and Feasibility in Viet Nam (HOUTRANS) (2002.8-2004.6).

- In the area of urban transportation, development studies have conventionally been conducted focusing on public transportation development such as railways and light rail transit (LRT), and road infrastructure development such as highways and trunk roads. However, since the development of urban transport systems is a part of a comprehensive program closely related to urban and economic development, it is important to formulate plans with a future vision of sustainable urban systems.
- The execution of a master plan requires, in essence, selection as a political process, which, in some cases, stands in a trade-off relationship with the other options. In order to secure necessary funds and resources, a competition frequently arises with other sectors. Under such circumstances, it is essential for the government and prefectural and city governments to share common visions and take consistent actions toward the implementation of plans addressed by the master plan.

Based on these lessons, the Approaches recommend a cooperation approach aimed at sustainable urban systems while placing urban transport as part of a comprehensive program, encompassing urban and economic development. In an effort to improve the implementation rate of recommended projects, it is important to form a consensus among several concerned parties, including central and local governments.

In addition, the Approaches include various lessons obtained from past projects and are expected to be utilized for future oper-

* The Approaches for Systematic Planning of Development Projects have been compiled in the following sectors thus far: urban/regional development, water contamination/resources, reproductive health, agriculture/rural development, poverty reduction, higher education, trade/investment promotion, information and communication technology, basic education, HIV/AIDS control, and promotion of small and medium-sized enterprises. These reports are available on the JICA website, Research, www.jica.go.jp/english/resources/publications/study/topical/index.html.

ations. Furthermore, skill-up training for the JICA staff is scheduled to disseminate the details of the Approaches.

2-3 Cases of Utilization for Improving Project Implementation Systems

Cases in peace-building and South-South cooperation that are cross-area and cross-sector issues are introduced as good practices of using evaluation results to improve project implementation systems.

(1) Peace-building

Peace-building assistance is one of JICA's primary cooperation areas. In order to extract lessons for effective cooperation in this area, JICA conducted Peace-building Assistance: Review of Assistance to Afghanistan* in fiscal 2004. Valuable lessons were obtained to rapidly and flexibly implement peace-building assistance: namely, promoting the streamlining of operation processes such as decision-making in project formulation (expediting approval process, simplification of required documents, etc.), and reviewing operational procedures of a project that requires urgent attention while confirming priority.

Based on the results of the review, JICA launched the Fast Track System in fiscal 2005 with the aim of quickly planning and implementing urgent projects by simplifying and reducing the ordinary implementation processes. When approved for the application of the Fast Track System, the project is eligible to go through simplified implementation formalities related to project formulation, decision-making, implementation preparation, and procurement.

Thus far, cooperation projects to be implemented in the Jericho region of Palestine and South Sudan have been approved for system application.

Another recommendation obtained for future assistance to Afghanistan is to enhance the safety management system. Based on the recommendation, JICA underwent a series of improvements in fiscal 2004 and 2005, including the upgrading of safety equipment, such as vehicles and radio devices, introduction of contingency plans, and allocation of security clerks who are familiar with the locality. JICA conducts human resources development incorporating safety management capability, for example, by improving safety management training program, which is carried out jointly with the United Nations High Commissioner for Refugees (UNHCR), and sharing these experiences within the organization.

(2) South-South Cooperation

South-South cooperation is defined as "mutual cooperation aimed at fostering self-sustaining development, involving deep-

ening relations among developing countries while conducting technical and economic cooperation**." To support and promote such South-South cooperation, a JICA South-South cooperation task force compiles knowledge and experiences with related projects and looks into more effective and efficient support systems.

Evaluation results in the past have been actively used in these activities; for example, the evaluation results of Strengthening the JCPP (Japan Chile Partnership Program) (Technical Cooperation Project) and Support for South-South Cooperation in Mexico (formerly, individual expert dispatch program) were used for the formulation of an operation improvement plan. The plan was developed based on the lessons in relation to the process of enhancing capacity of the implementing country of South-South cooperation and the systematic framework of cooperation.

JICA's South-South cooperation task force extends further discussions on the systems, by setting up subcommittees that focus on particular themes, such as system improvement, needs-resource matching, and evaluation, with the purpose of expanding and actively promoting support for South-South cooperation. JICA is currently implementing Thematic Evaluation on South-South Cooperation (BOX 7) in fiscal 2005 to be used for feedback into these efforts.

2-4 Cases of Sharing/Systematization of Knowledge and Experiences for Project Improvement

In using lessons learned from past projects to improve projects in various ways as described above, each thematic task force promotes the sharing of knowledge and experience by systematizing the lessons learned on thematic issues based on evaluation results and through study sessions, etc. Efforts in the areas of education, fishery, and gender mainstreaming are presented in this section.

(1) Education

In the area of education, Sharing Luncheon meetings have been held since fiscal 2004 in order to promote the use of the sector-related information including lessons. At the study sessions during lunch time hours, members including JICA staff in charge of projects and senior advisors exchange opinions and information on a practical level, sharing lessons learned from various evaluation results.

In addition, Overseas Technical Support Seminars and Study Sessions with External Experts were launched in fiscal 2005. The Overseas Technical Support Seminars aim mainly at supporting project formulation at overseas offices to enhance the field based management. Information on lessons learned from past projects and points to be considered for project formulation

* See Chapter 3, Part 3 of this report for the results of the review and the details of the feedback of the results.

**Definition by JICA's South-South cooperation task force

in the area of education is shared between JICA headquarters and overseas offices. In fiscal 2005, a total of nine meetings were held under four themes: current situation and issues of educational cooperation, non-formal educational cooperation, early child development, and teacher training and primary schools construction with community participation in Japan. The Study Sessions with External Experts aim to share experiences and lessons with a wide variety of external experts engaged in project formulation and implementation, look into ways to implement higher quality cooperation, and establish human networks by connecting concerned parties in a forum for exchanging candid opinions. In the study sessions, specific project cases are presented and opinions are exchanged on a regular basis.

(2) Fishery

In the fishery area, in order to promote feedback of lessons in

an organized manner, the thematic task force is working to systematically sort out related lessons in accordance with cooperation approaches stipulated in JICA's thematic guidelines. In specific terms, the task force selects projects with high relevance to each mid-term objective of the development goals and draw out lessons through case studies of those projects (Table 1-5). In the future, these lessons will be fed back into the formulation and management of projects.

(3) Gender Mainstreaming

In the area of gender, in order to integrate gender perspectives at each stage of JICA projects, namely, project formulation, implementation, and evaluation, the thematic task force has been working on information sharing among the concerned parties by accumulating and utilizing knowledge and experience with gender issues. When conducting these activities, the task force uti-

Table 1-5 Development Objectives and Relevant Recommendations/Lessons Learned (Sustainable Use of Fishery Resources)

Development Objectives	Mid-term Objectives	Sub-targets of Mid-term Objectives	Recommendations /Lessons
1. Effective use of fishery resources	1-1 Increase in the volume of fishery products	1-1-1 Development of appropriate fishery technology	.....
		1-1-2 Dissemination of appropriate fishery technology	.....
		1-1-3 Reduction of waste in fishery harvests	.....
	1-2 Promotion of aquaculture	1-2-1 Promotion of extensive aquaculture	.....
		1-2-2 Promotion of intensive aquaculture	.....
.....
4. Capacity development	4-1 Fishery administration	4-1-1 Capacity development of fishery administrators	.....
		4-1-2 Upgrading of functions of fishery administration agencies	.....
		4-1-3 Development of law and regulations concerning fishery management	.....
	4-2 Fishery education/training	4-2-1 Establishment of implementation systems for fishery education and training	.....
		4-2-2 Enhancement of dissemination and education activities	.....

The recommendations and lessons are derived from reports and opinions of the concerned parties on several projects in the past corresponding to each mid-term objective. They are used for formulation and management of similar new projects.

Examples

Development Objectives	Mid-term Objectives	Sub-targets of Mid-term Objectives	Recommendations and Lessons for Mid-term Objectives
4. Capacity development	4-2 Fishery education/training	4-2-1 Establishment of implementation systems for fishery education and training 4-2-2 Enhancement of dissemination and education activities	<ul style="list-style-type: none"> • Partnership with the private sector By implementing skills training in cooperation with private corporations that require skilled personnel, the ability needed in the field is developed, enabling the development of human resources with practical skills (note). • More accessible curriculum design Envisaging that the students and trainees are residents of remote areas or islands, consideration should be given so that participants can learn about as many disciplines as possible on one occasion to save travel time and expenses. • Utilization of alumni members By hiring alumni members as temporary teachers, educational institutions short of teaching staff can resolve the problem and the alumni members are able to review what they have learned.

(Note) When on-board training was conducted in cooperation with private shipping companies in Micronesia, better quality training was made available, and more job opportunities were created. Since no additional training cost was necessary for the partnership, effective management was made possible.

lizes evaluation results of the past such as the thematic evaluation entitled Gender Evaluation of Participatory Community Development (See Chapter 1, Part 3).

As part of these activities, JICA selected tools for gender consideration, details of activities and the impacts in terms of gender perspective and compiled a booklet of Good Practices of Gender Consideration.

JICA staff in charge of projects utilizes it as a reference to understand the specific methods of integrating gender perspective and its effects, and in particular, to try out development of the gender consideration framework at the formation stage of a new project. Thematic task forces disseminate these good practices to other staff in charge of the same case and promote the utilization of lessons by distributing copies of the booklet and introducing some good practices on various occasions such as staff training.

Box

7

Toward Implementation of More Effective South-South Cooperation Support—Thematic Evaluation on South-South Cooperation

Japan has promoted South-South cooperation, regarding it as an effective instrument for sharing development experiences, knowledge and technology among developing countries, and bringing about a wide range of effects. In specific terms, based on the outcomes of technical cooperation, Japan has selected a core country of South-South cooperation as an implementing country, and conducted third-country training programs by accepting trainees from other developing countries and dispatch of third-country experts.

In recent years, in efforts to strengthen country-specific and issue-specific approaches, JICA has set forth a policy to utilize South-South cooperation that could lead to expansion of aid resources and promotion of regional cooperation, seeing the cooperation as an effective way to facilitate capacity development of developing countries. In light of such background, in order to clarify the method of implementing more effective South-South cooperation support, the thematic evaluation on South-South cooperation has been conducted with the following three objectives.

- a. To review and analyze how JICA's support for South-South cooperation has been positioned and implemented in the policies of the three concerned countries: implementing country, recipient country, and Japan
- b. To analyze the contribution and effects of JICA's support for South-South cooperation on development in the

implementing and recipient countries
c. To make recommendations in terms of policy/strategy, system and operation toward effective and efficient implementation of South-South cooperation support

In conducting the study, major implementing countries of South-South cooperation (Thailand, Indonesia, Mexico, Chile, and Kenya) and recipient countries (Laos, Cambodia, El Salvador, and Uganda) were selected as targets for field study in regions such as Asia, South and Central America and Africa. Other than these nine countries, questionnaire studies were conducted targeting the agencies in charge of technical cooperation in other countries as well as JICA Overseas Offices. As a result of these studies, changes have been found in project formulation, planning, and implementation of South-South cooperation.

One change is that there are more cases where South-South cooperation support is more clearly positioned as a solution to the issues in recipient countries under country-specific and issue-specific approaches, instead of as an extension of support for implementing countries of South-South cooperation. For example, there are cases where Japan has utilized the resources of developing (implementing) countries for technical cooperation projects that Japan conducts in neighboring developing (recipient) countries. There are also cases where efforts have been made to promote mutual cooperation between

developing countries, with greater emphasis on the needs of recipient countries when implementing South-South cooperation support. In latter cases, a mechanism has been established to link the needs of recipient countries with the resources of implementing countries within the regional strategies, as in the case of the JICA-ASEAN Regional Cooperation Meeting in Asia (JARCOM). Effects of the South-South cooperation, which responds to the needs of recipient countries, are expected to be significant. As a future direction, further promotion of this type of support seems worthwhile.

As a change observed in some implementing countries, there has been an emergence of new donor countries. These implementing countries have started to initiate South-South cooperation within the region, and it is not always appropriate to treat them as a supplementary/dissemination center for Japan's technical cooperation, as they were before. In these cases, when Japan implements South-South cooperation support, it is increasingly necessary to build new relations under more equal partnerships.

This thematic evaluation will further sort out and analyze information, with an intention to understand the situations surrounding South-South cooperation support by region and identify specific measures for improving the implementation of more effective cooperation.