Chapter 1
Overview

Ⅰ. Outline of JICA Evaluation

1. Recent Movements in ODA Evaluation

In order to carry out effective and efficient development assistance, it is important not only to implement projects that respond to the needs of developing countries but also to evaluate the results of the projects and to utilize the lessons learned and recommendations for future projects. Especially in Japan, due to financial difficulty in recent years and to the growing public demand for greater ODA efficiency and transparency, the use of evaluation as a tool to improve ODA is of great importance.

There have also been a number of movements, both overseas and in Japan, requiring improvement of the existing evaluation system. These include: prevalence of result-based management in the donor community, introduction of a policy evaluation system into the Japanese central government, and reformation of special public institutions into independent administrative institutions (IAIs).

This section outlines recent movements related to ODA evaluation. To respond to these movements, JICA is making efforts to improve its evaluation system; details of such efforts are presented in "II. Present Challenges and Future Efforts in JICA Project Evaluation."

(1) Trends in the Donor Community

In 1991, the Development Aid Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) issued a report entitled "Principles for Evaluation of Development Assistance" and proposed following five criteria to be used in evaluating aid projects: "relevance," "effectiveness," "efficiency," "impact," and "sustainability." DAC member countries have since employed these five criteria in their evaluation system.

Then, in 1996, the DAC adopted a new strategic framework for development assistance, entitled "Shaping the 21st Century: The Contribution of Development Cooperation," which placed emphasis on the concept of "result-based management."

Along with such concepts, a framework known as the Poverty Reduction Strategy Paper (PRSP) [1)] was introduced by the World Bank in 1999. The PRSPs, which are primarily formulated by the government of developing countries with the cooperation of donors and NGOs, have served as the basis for coordination of aid activities by donors as well as for monitoring and evaluation of those activities.

Furthermore, based upon international consensus on the importance of realizing outcomes in development assistance, the Millennium Development Goals (MDGs) [2)] were established at the United Nations Millennium Summit in September 2000. Active discussions have been held since then to achieve these goals, which are set as international aid targets. In those discussions, the donor community proposed to continuously monitor the outcomes of aid by utilizing the PRSP as a management tool.

(2) Activities in Japan to improve ODA evaluation system

In Japan, efforts have been made to improve the ODA evaluation system since a number of recommendations by the Council on ODA Reform for the 21st Century (the first Consultative Committee on ODA Reform) were made in January 1998.

Major activities regarding improvement of the ODA evaluation system are as follows.

・January 1998	The Council on ODA Reform for the 21st Century submited its final report to MOFA
・March 2000	The ODA Evaluation Reviewing Panel of MOFA published "Final Report on Improvement of ODA Evaluation System."
・July 2000	The ODA Evaluation Study Group was established under the ODA Evaluation Reviewing Panel
・February 2001	The ODA Evaluation Study Group made recommendations on the improvement of ODA evaluation system
・March 2002	The Second Consultative Committee on ODA Reform presented its final report to MOFA.

1) The PRSP is a document required by the Development Committee, a body made up of major member countries of the World Bank and the International Monetary Fund (IMF). It establishes conditions in terms of debt reduction and IDA financing for heavily indebted countries and countries seeking IDA loans. PRSPs are applied by the Executive Boards of the World Bank and IMF, upon approval for debt reduction, to verify whether the target country has fulfilled necessary conditions such as policy improvement. PRSPs are prepared by the developing countries with the participation of donors, NGOs and the private sector.

The Second Consultative Committee on ODA Reform made, in its final report, the following recommendations regarding the ODA evaluation system: [2)]

1) Secure transparency throughout the entire ODA process

Reinforce evaluation by a third party at each stage of the ODA process and further utilize external knowledgeable persons in ex-post evaluation.

2) Constant review of ODA implementation system

To further improve the ODA evaluation system, promote, in particular, evaluation of technical cooperation, including dispatch of JICA experts; standardize evaluation methods of ministries and agencies concerned; reinforce functions to utilize evaluation results for policy formulation and improvement of aid methods; increase awareness among aid-related persons; and upgrade aid staff both in quantity and in quality, in highly specialized work such as evaluation.

In order to address the issues called for by the Second Consultative Committee for immediate action, the ODA Reform Taskforce was established in May 2002. Among the 15 recommendations made by the Taskforce in July 2002, the following four points were related to ODA evaluation.

①Reinforce ex-post evaluation by third-parties
②Establish Evaluation Committee with external knowledgeable persons to evaluate effectiveness of feedback
③Enhance cooperation with recipient countries to improve evaluation
④Strengthen collaboration among MOFA, implementing agencies and academic societies in making public evaluation results.

(3) Introduction of policy evaluation system into the central government

Along with the above-mentioned activities taken by MOFA and others, the introduction of a policy evaluation system into the central government added more momentum to the efforts to review ODA evaluation.

According to the Government Policy Evaluation Act (GPEA), each ministry is required to evaluate their policies. The act also stipulates that ex-ante evaluation should be conducted when a decision is taken on policy pertaining to individual projects of research and development (R&D), public works, and ODA.

・January 2001	Ministry of Public Management, Home Affairs, Posts and Telecommunications established "Standard Guidelines for Policy Evaluation"
・January 2001	The Office for the Promotion of Administrative Reform was set up under the Cabinet Secretariat
・June 2001	The Government Policy Evaluation Bill was approved by the Diet
・July 2001	The Evaluation Liaison Committee for ODA-related Ministries was formed
・April 2002	The Government Policy Evaluation Act (GPEA) was put into operation

Given the introduction of such a system, the Evaluation Liaison Committee for ODA-related Ministries was formed to promote the exchange of opinions and ODA evaluation and to strengthen its system. In March 2002, the Committee presented "Evaluation Methods for Technical Assistance by ODA-related Ministries."

2. Objectives of JICA's Evaluation

JICA's evaluation aims at examining the relevance and effectiveness of its projects as objectively as possible at ex-ante, mid-term, terminal, and ex-post stages. JICA seeks to carry out more effective and efficient aid by making the most of evaluation results in managing projects as well as in designing and improving similar projects. It also intends to secure public support and understanding by utilizing them to ensure its accountability.

Results of evaluation are primarily used in the following three ways:

●As a management tool
- JICA refers to evaluation results when formulating its aid strategies and JICA country programs [3)]
- It also uses them when making decisions regarding project implementation, modifying projects, and determining the continuation or termination of projects

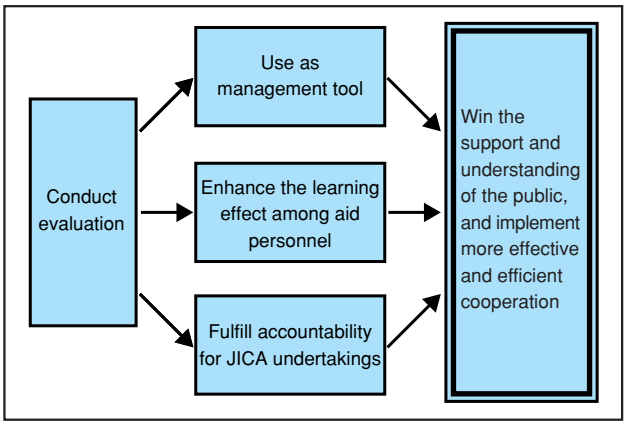
●As a learning tool for aid personnel
- Evaluation results serve as a reference in formulating and implementing similar projects
- They also help in building the capacity of persons related to the evaluated projects

2) The website of the Second Consultative Committee on ODA Reform: http://www.mofa.go.jp/policy/oda/reform/index.html
3) JICA country program is a document formulated by JICA that presents JICA's direction on medium-term to long-term cooperation to the target country, to be implemented within the framework of country-specific aid policy. It encompasses development goals, development issues, project plans, and matters for consideration in implementing aid. It also provides a rolling plan for each development issue, covering a period of three to five years.

●As a means of disclosing information to ensure its accountability

・JICA uses evaluation results to demonstrate to the Japanese public that it is fulfilling its responsibilities as an ODA implementing agency

Figure 1 Utilization of Evaluation Results



3. JICA's Evaluation Types

(1) Evaluation Types by levels

The "Report on Improvement of ODA Evaluation System" (MOFA, March 2000) classifies ODA evaluation into three levels: policy-level, program-level, and project-level. The report went on to recommend the improvement of policy and program-level evaluations.

JICA conducts program-level and project-level evaluations as shown in Figure 2.

1) Program-level evaluation

Program-level evaluation is a comprehensive evaluation of a group of projects that share the same overall goals and development issues. It is also directed at a set of projects implemented under a specific cooperation scheme. Currently, it is principally performed at the ex-post stage as a country-program evaluation and thematic evaluation by the Office of Evaluation and Post Project Monitoring.

2) Project-level evaluation

A project-level evaluation is conducted on individual projects. It is utilized to help JICA in formulating and reviewing projects, making decisions on whether or not to continue specific projects, reflecting the lessons learned on similar projects, and ensuring accountability. Project-level evaluation is carried out by operational departments and overseas offices in charge of the evaluated projects.

(2) Evaluation types by stages during the project cycle

JICA's evaluation is also classified into the following four types that are conducted at different stages during the project cycle: ex-ante evaluation, mid-term evaluation, terminal evaluation, and ex-post evaluation. The placement of these evaluations within the project cycle is shown in Figure 3. Ex-ante evaluation, mid-term evaluation and terminal evaluation are performed at the project-level, while ex-post evaluation is done at both project- and program-levels.

1) Ex-Ante Evaluation

Ex-ante evaluation is performed when a project is requested by a developing country. It first involves a study of the project to determine its necessity as well as its conformity with JICA's country-specific program. This is followed by an on-site evaluation to clarify details of the project and its expected outputs. Then, the relevance of the project is comprehensively evaluated.

Evaluation Types by Levels in the "Report on Improvement of the ODA Evaluation System

1 Policy-level Evaluation: Evaluation of Japan's aid policies

Examples:

i) Evaluation of Japan's Medium-Term Policy on ODA

ii) Evaluation of Country Assistance Programs [4)]

iii) Evaluation of specific aid policies (assistance strategies related to TICADII [5)], global issues, etc.)

2 Program-level evaluation: Comprehensive evaluation of a group of projects that share the same objective

Examples:

i) Sector evaluation (evaluation of a set of projects in a specific sector in a country or of projects in a specific sector covering several target countries)

ii) Thematic evaluation (evaluation of a set of projects covering various sectors and implemented to address common development issues, such as poverty alleviation, gender, primary education)

iii) Country program evaluation in implementing organizations

3 Project-level evaluation: Evaluation of individual projects

4) Country Assistance Programs are formulated by MoFA and cover a period of about five years. They cover the political, economic, and social situation in the target country, the relationship between aid and Japan's ODA Charter, priority aid issues and fields, and items of concern and other issues involved in project implementation. They also accurately reflect the socioeconomic needs and their priority in the partner country, and maintain consideration for collaboration with other donors and aid agencies as well as with Japan's private sector.

5) TICADII is the abbreviation for the Second International Conference on African Development, held in Tokyo in October 1998. TICAD II resulted in the adoption of the "Tokyo Action Plan," a strategy for African development in future.

In ex-ante evaluation, evaluation indicators are set; they are used to measure the effectiveness of the project in subsequent evaluations, from the mid-term evaluation to the ex-post evaluation.

2) Mid-term evaluation

Mid-term evaluation is conducted at the mid-point of projects. It is primarily carried out with the project-type technical cooperation [6] scheme. This evaluation aims at examining the achievements and process of the project up to the evaluation time, focusing on efficiency and relevance among five evaluation criteria. Based upon its results, the original project plan may be revised or the operation structure strengthened if necessary.

3) Terminal Evaluation

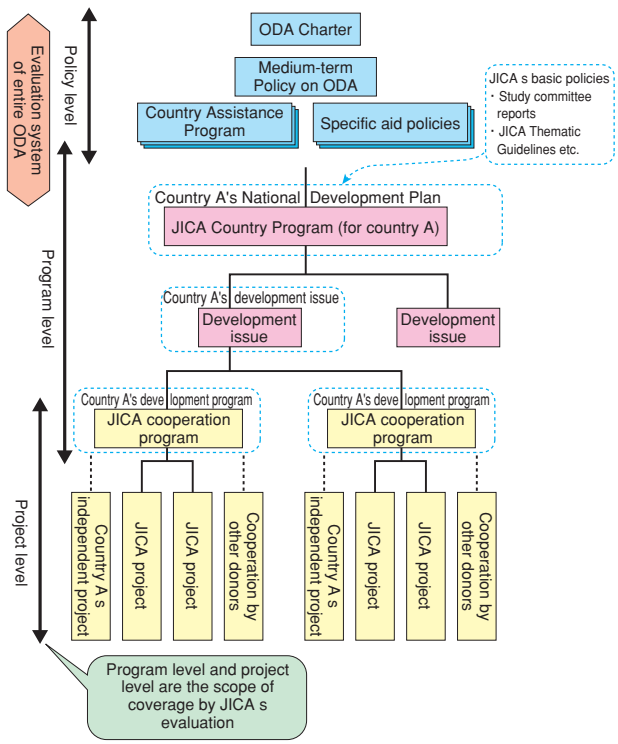
Terminal evaluation is performed upon completion of a project, focusing on its efficiency, effectiveness, relevance, and sustainability. Based upon the results of the evaluation, JICA determines whether it is appropriate to complete the project or necessary to extend follow-up cooperation.

The timing of the terminal evaluation differs depending on the cooperation scheme as shown in Table 1.

Table 1 Timing for Terminal Evaluation by Cooperation Scheme

Cooperation Scheme	Coverage	Timing for Terminal Evaluation
Project-type technical cooperation	All projects	Approximately six months before the end of the cooperation period
Grant aid (general grants) [7]	Projects receiving a large grant	Within one year after completion of the project
Overseas training (third-country group training, In-country training)	All projects	Approximately one year before the end of the cooperation period
Dispatch of individual experts	Only projects involving team dispatch, research cooperation and support for the formulation of key government policies	Four to six months before the end of the cooperation period
Japan Overseas Cooperation Volunteers (JOCV)	Only projects involving dispatch of JOCV teams	Four to six months before the end of the cooperation period

Figure 2 ODA System and JICA Evaluation



depending on the cooperation scheme as shown in Table 1.

4) Ex-Post Evaluation

Ex-post evaluations are conducted after a certain period (generally more than three years) has passed since the completion of the target project. They mainly evaluate the effectiveness, relevance and sustainability of the project. They aim at deriving lessons learned and recommendations for the improvement of country-specific programs and for the implementation of more effective and efficient projects. Ex-post evaluations are performed at both the project and program levels.

(3) Types of ex-post evaluation

1) Ex-post evaluation at the project level

In FY 2002, JICA introduced a more comprehensive system of ex-post evaluation on individual projects, which is carried out by JICA overseas offices. It is performed each year on approximately 70 projects under project-type technical cooperation schemes and grant cooperation schemes, which were completed between three to six years' ago.

2)Ex-post evaluations at the program level

Ex-post evaluation at the program level is conducted principally by the Office of Evaluation and Post Project Monitoring. Evaluation results are mainly used for the improvement of JICA country programs as well as for

6) Referred to as "Technical Cooperation Projects" from 2002.

7) Grant aid projects fall under the jurisdiction of the MOFA, while JICA is responsible for preliminary study (preparatory study, basic design study, etc.) and for supporting project implementation.

the formulation of new projects. Ex-post evaluation at the program level is classified below by its targets and evaluators.

〈Classification by evaluation targets〉

●Country program evaluation

This comprehensive evaluation examines the overall effects of JICA's projects on the development of the target country by studying multiple projects involving important sectors and development issues. These results are used to improve JICA's country programs as well as cooperation strategies and methods for the country.

●Thematic evaluation

This evaluation looks at a number of projects, by focusing on specific sectors, issues (environment, poverty, gender, etc.) or cooperation schemes (JOCV, etc.). Its results are used to improve JICA's strategies for the targeted sector, issue, and cooperation schemes.

〈Classification by evaluators〉

●External evaluation (by organizations)

In order to improve the quality and objectivity of its evaluation, JICA entrusts its implementation to external research institutions and consulting firms that have expertise in development assistance and evaluation methods.

●External evaluation (by individuals)

JICA also seeks to improve the quality and objectivity of its evaluation by entrusting its implementation to external experts (academics, journalists, NGOs, etc.), who are knowledgeable about development assistance and its evaluation.

●Joint evaluation

This evaluation is conducted in collaboration with aid agencies of other donor countries (e.g.USAID, CIDA), international organizations (e.g.UNDP), or with agencies in the target countries. This serves as an effective means for strengthening partnership and mutual understanding on evaluation methods as well as for sharing information. Joint evaluation with target countries also contributes to improving the capacity of those countries in carrying out evaluation.

●Grassroots monitoring

This scheme, started in FY 2000, aims at monitoring the effects of a project from the perspective of its beneficiaries; its implementation is entrusted to local experts or NGOs active in the target area of the project. The results of monitoring are used to reexamine the cooperation methods of the project and to improve

Figure 3 Evaluation types by stages during the project cycle

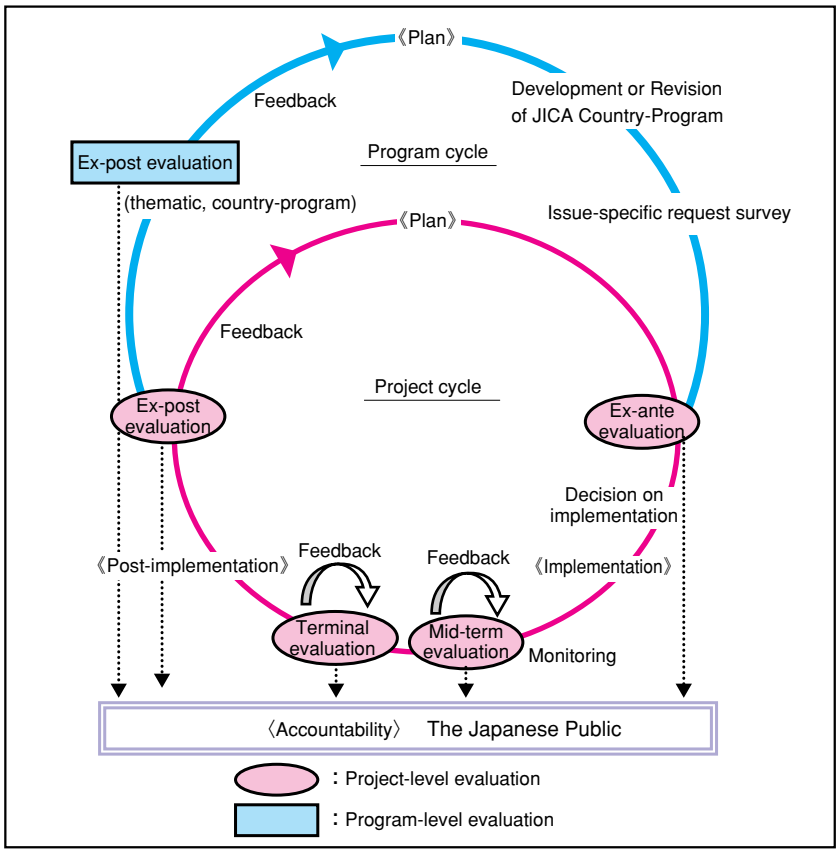


Figure 4 Project Design Matrix (PDM)

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
Overall Goal Indirect, long-term effects and impacts, which are expected to be achieved three to five years after the end of the project	Indicators used to measure the degree of achievements of the Overall Goal	Source of information for the indicators to the left	Assumptions necessary for the effects of the project to be sustainable
Project Purpose Direct benefits for the target group; expected to be realized by the end of cooperation period.	Indicators used to measure the degree of Project Purpose achievement	Source of information for the indicators to the left	External factors that must be satisfied to achieve the Overall Goal but that retain uncertainty as to whether they would be satisfied
Outputs List of items that are brought about by the Activities and that must be realized to achieve the Project Purpose	Indicator used to measure the degree of Output achievements	Source of information for the indicators to the left	External factors that must be satisfied to achieve the Project Purpose but retain uncertainty as to whether they would be satisfied
Activities List of actions to be taken using Inputs to realize Outputs	Inputs (by Japan and the recipient country) Resources required for carrying out the Activities (e.g. human resources, funds, equipment and supplies)		External factors that must be satisfied to achieve Outputs but retain uncertainty as to whether they would be satisfied **Preconditions** Conditions that must be met before beginning the project

the identification and formulation process for new projects.

4. Evaluation Methods

JICA uses Project Design Matrix (PDM) (see Figure 4) as logical framework to outline its projects. Based upon the PDM, JICA conducts monitoring and evaluation of the projects, using five evaluation criteria described in the following section. JICA's evaluation methods are explained in detail in a document entitled "JICA Evaluation Guidelines," which was revised in October 2001. It has been available on the JICA website since December 2001 (Japanese version only).

These methods are used for project-level evaluation. As for program-level evaluation, JICA considers and chooses appropriate methods, taking into account each program to be evaluated.

5. Evaluation Criteria

JICA evaluates its projects, based upon the JICA Evaluation Guidelines revised in FY 2001 and applying DAC's five evaluation criteria. The primary items to be examined under these criteria are as presented below.

(1) Relevance

"Relevance" involves the question of legitimacy and appropriateness of aid projects by looking at the consistency of the Project Purpose with the needs of the intended beneficiaries, the recipient country's policies, and Japan's aid policies. Primary attention is paid to the Project Purpose and Overall Goal laid out in the PDM, and it is examined whether these meet development policies and the needs of beneficiaries of the target country and have conformity with Japan's aid policies.

(2) Effectiveness

"Effectiveness" examines whether project implementation has actually benefited (or will benefit) the target groups and determines whether the project in question is effective. In the PDM, the Project Purpose is defined as the direct effect (direct benefit) for the target group; therefore, under "effectiveness," whether the Project Purpose is being achieved as initially planned and whether that could be attributed to the Outputs of the Project is looked at. It also shows the influence of Important Assumptions to be satisfied before the Outputs contribute to the Project Purpose.

(3) Efficiency

This criterion looks into the efficiency of the project from the viewpoint of effective use of resources. In the PDM, the relationship between Inputs and Outputs is studied; evaluators examine whether the costs of Inputs are appropriate for the degree of achievement of Outputs and Project Purpose and whether other means could be employed to make the project more efficient.

(4) Impact

"Impact" refers to the indirect and extended effects of a project in the long run. This includes both positive and negative impacts that were not predicted when the project

was first planned. As the Overall Goal indicates long-term and indirect effects on the PDM, "impact" is examined by looking into whether the Overall Goal has been achieved and whether achievement of the said Goal could be attributed to the attainment of the Project Purpose. However, the PDM is only a table of the plan that lists the intended and positive impacts conceived when drafting the plan. Therefore, it should be remembered that unexpected (unintended) positive and negative impacts are not included in the PDM; and the impact should be looked at from a broader perspective when deciding study items for evaluation. Influence of important assumptions on the realization of the Overall Goal also involves the evaluation of impact.

(5) Sustainability

"Sustainability" involves the question as to whether the effects brought about by the project are being sustained even after cooperation is completed (or can be expected to continue). To examine "sustainability," evaluators first focus on the Project Purpose and the Overall Goal in the PDM and determine whether the direct and indirect effects brought about by the project were/could be are sustained for a certain period of time after project completion. When the project was taken over and continued by the counterpart organization after completion, its institutional capacity and technical skills are examined in order to identify the factors that influence sustainability. To do so, items listed as Outputs, Activities, and Inputs in the PDM could be used as a reference for examining institutional capacity or technical levels attained. The influence of such factors as policy support, social and cultural aspects and environmental issues are also studied, if necessary.

The relationship between the PDM and the five evaluation criteria is shown in Figure 5 below.

6. JICA's Evaluation System

JICA established an Evaluation Study Committee in July 1981 to study JICA's evaluation system and methods. In April 1988, the Office of Evaluation was established within the Planning Department, as a unit specializing in evaluation. (In April 1990 it was reorganized as the Evaluation and Post Project Monitoring Division and then became under the direct control of President in October 1996 as the Office of Evaluation and Post Project Monitoring.)

The Office of Evaluation and Post Project Monitoring was merged again with the Planning and Evaluation Department in January 2000 to enhance the feedback of evaluation results to project planning.

The current system of JICA's evaluation involves three main parties: the Evaluation Study Committee, the Office of Evaluation and Post Project Monitoring, and departments and or overseas offices responsible for implementation of projects. Furthermore, the Advisory Committee on Evaluation, composed of external experts, was set up in June 2002 as a body to provide advice to the Evaluation Study Committee. The principal roles of the respective parties are described below.

(1) Role of Evaluation Study Committee

This committee is led by the JICA Vice President in charge of planning and evaluation, and is comprised of managing directors of related departments. The committee examines and discusses basic policies of JICA's evaluation as well as methods for giving feedback on the evaluation results to projects. An "Evaluation Study Working Group" is set up under the Committee to study and examine the above-mentioned issues and to report to the Committee.

Figure 5 Five Evaluation Criteria and Project Design Matrix

<table>
<tr><th></th><th>Relevance</th><th>Effectiveness</th><th>Impact</th><th>Efficiency</th><th>Sustainability</th></tr>
<tr><td>Overall Goal</td><td rowspan="2">Conformity of Project Purpose and Overall Goal to the recipient country's needs at the time of evaluation</td><td></td><td rowspan="2">Positive and negative influences that appeared directly and indirectly as a result of the project</td><td></td><td rowspan="4">Extent to which benefits gained through the project are sustained even after completion of the cooperation</td></tr>
<tr><td>Project Purpose</td><td rowspan="2">Degree to which achievement of Project Purpose is attributed to Outputs</td><td></td></tr>
<tr><td>Output</td><td></td><td></td><td rowspan="2">Extent to which Inputs are effectively converted into Outputs</td></tr>
<tr><td>Input</td><td></td><td></td><td></td></tr>
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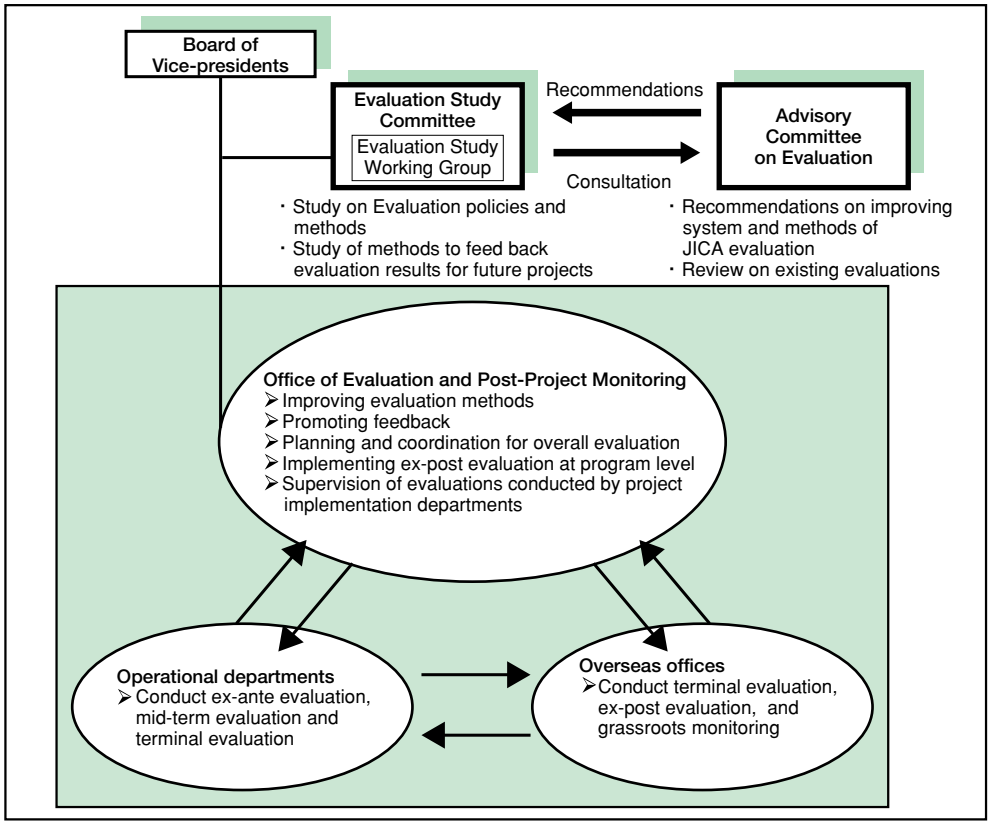
Figure 6 JICA's Evaluation System



(2) Role of the Office of Evaluation and Post Project Monitoring

The Office of Evaluation and Post Project Monitoring is in charge of the planning and coordination of evaluation activities, including the improvement of evaluation methods, promotion of feedback, and implementation of ex-post evaluation at the program level. The Office also supports and supervises evaluation activities by departments and overseas offices.

(3) Role of Departments and Overseas Offices responsible for project implementation

Departments and overseas offices responsible for project implementation conduct ex-ante, mid-term, terminal, and ex-post evaluations of individual projects in order to manage the projects and verify their performances.

(4) Role of the Advisory Committee on Evaluation

This committee is composed of external experts (academics, NGOs, journalists, etc.), who are knowledgeable about development assistance and evaluation. They give advice to the Evaluation Study Committee on evaluation systems and methods. They also review the results of internal evaluations and contribute to the improvement of objectivity of the evaluation.

7. Feedback of Evaluation Results and Accountability

(1) Feedback

Feedback is a process for applying evaluation results and lessons learned to improve future projects. It is divided into two major types: feedback to the decision-making process and feedback to the organizational learning process.

1) Feedback to the decision-making process

This process involves the use of evaluation results to decision-making regarding the target project. In most cases, it forms part of the project management by the responsible department. For example, the results of ex-ante evaluation serve as an important reference for project appraisal, and those of mid-term evaluation identify whether it is necessary to revise the initial plans of the project. Similarly, the results of terminal evaluation are used to determine whether the project should be completed, extended or provided with follow-up cooperation.

2) Feedback to the organizational learning process

This process involves the accumulation of evaluation results and lessons learned as know-how of those related to aid. Such know-how could be utilized by those people when formulating and adopting similar

projects as well as when reviewing JICA's organizational strategies.

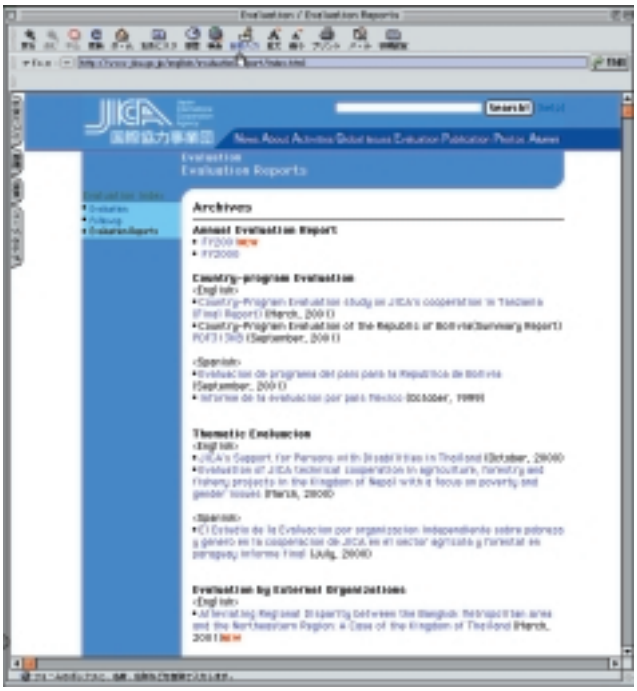
(2) Accountability

Accountability refers to more than simple disclosure of evaluation results. It is a process through which the "trustee" (JICA) gives a full account of projects to the "consignors" (in JICA's case, the Japanese taxpayers) whereby the consignors can make judgments for themselves regarding justification of the projects. Accountability requires clarity of project purposes, transparency in the organization's decision-making process, and an accurate grasp of the use and performance of the resources invested. In an effort to secure accountability, it is important to disclose high-quality evaluation information that satisfies these requirements.

(3) JICA 's Efforts

JICA carries out the following activities to promote evaluation results feedback and to meet accountability obligations.

- Holding of debriefing meetings: JICA holds debriefing meetings with the participation of stakeholders whenever an evaluation study team returns to Japan.
- Distribution of reports: JICA distributes evaluation reports widely and makes them available to the public. Reports are also freely accessible at the JICA library.
- Posting of evaluation reports on the JICA homepage: Reports of major ex-post evaluation and Annual Evaluation Reports from FY 1999 to FY 2001, which contains all the evaluation results carried out from FY 1997 to FY 1999, are available on JICA's homepage. English versions of the Annual Evaluation Reports have been posted on JICA's English homepage since FY 2000.
- Posting of summaries of the results of ex-ante evaluation on the JICA homepage: JICA also makes public on its Web site summaries of the results of all the ex-ante evaluation conducted since FY 2000 (available only in Japanese).
- Holding of evaluation seminars: JICA holds evaluation seminars to make the results of major ex-post evaluations widely known, such as country program evaluations and thematic evaluations. The evaluation seminars are held in Japan for the general public and also in the target countries for people related to the projects.



JICA homepage on Evaluation Reports.

Ⅱ. Present Challenges and Future Efforts in JICA Evaluation

Due to the severe financial situation that Japan has been facing in recent years, efficient and effective implementation of aid has become increasingly important. This has led to active discussions on such issues as the significance of ODA and future shape of Japan's ODA; it has also led to the emergence of various recommendations on realignment of Japan's ODA toward an emphasis on quality over quantity. These discussions and recommendations have reaffirmed the important role that evaluation plays in improving the quality of ODA and in ensuring transparency, and they have highlighted the need to reinforce evaluation systems and activities.

Given such a situation, JICA is making efforts to further promote efficiency and effectiveness of its projects by working on the issues presented below.

1. Preparation for the Transition to the Independent Administrative Institution (IAI)

JICA will become an Independent Administrative Institution (IAI) according to the Cabinet decision in December 2001. JICA is currently taking the necessary steps to prepare for the transition scheduled in October 2003. The IAI system aims at improving the effectiveness and efficiency of government services by separating the policy-making and implementation functions of the administration and by delegating certain parts of the latter to the newly established IAIs. Under the IAI system, the competent Minister of State gives to the IAIs mid-term objectives regarding the latter's services; the IAIs, within the framework of those objectives, carries out their services autonomously with minimum superintendence by the competent Minister. While this system allows IAIs to take advantage of autonomous and flexible management, the IAIs are subjected to periodical evaluation (Performance Measurement) by the IAI Evaluation Committee set up under the competent Ministry, on their achievement of the above objectives.

In an effort to prepare for the transition to the IAI, JICA has been studying, in consultation with the Advisory Committee on Evaluation, how to introduce performance measurement systems into its management and how to further improve its project evaluation system and methods. It has also been trying to prepare for a mid-term plan, to be formulated in accordance with given mid-term objectives, and studying how to incorporate its country programs and thematic strategies into the new plan.

2. Establishment of a Consistent Evaluation System from Ex-Ante to the Ex-post Stages

To establish a consistent evaluation system from the preparatory stage through to the post-project stage, JICA introduced ex-ante evaluation in FY 2001 for projects under project-type technical cooperation schemes, grant aid cooperation schemes, and development study schemes. The results of ex-ante evaluation are summarized in the "Ex-ante evaluation document," which notes the project outlines, expected outputs, justification for implementation and so on. It is made public on JICA's website for the purpose of ensuring accountability as an agency responsible for ODA implementation.

The introduction of ex-ante evaluation has contributed to strengthening JICA's evaluation system as a whole as it has allowed JICA to set indicators before the start of a project and to use them consistently in monitoring and later evaluations at the mid-term, completion, and post-project stages. JICA intends to make continuous efforts to improve the contents and methods of this evaluation as well as to entrench it in its project management.

It is also important to expand ex-post evaluation so that it corresponds to ex-ante evaluation. In this regard, JICA introduced ex-post evaluations for individual projects in FY 2002. This evaluation is directed at projects under project-type technical cooperation schemes and grant aid cooperation schemes, which were completed three to six years ago; and it focuses on impact and sustainability. This ex-post evaluation is conducted by JICA overseas offices, as its results should mainly be used for the uncovering and formulation of projects. In this regard it becomes an important issue to enhance the capacity of overseas offices to carry out evaluation.

3. Expanding Coverage of Evaluation

Another issue that JICA has to deal with is the expansion of cooperation schemes subject to evaluation.

In FY 2001, six team dispatch projects under the Japan Overseas Cooperation Volunteers (JOCV) program were evaluated using the five evaluation criteria. The evaluation was made not only from the viewpoint of the effects of their technical cooperation but also from that of education of Japanese youth and of promotion of mutual understand-

ing, given characteristics of the volunteer program. To also introduce evaluation on activities of individual JOCVs, JICA plans to study evaluation methods that should be applied to such activities and to prepare evaluation guidelines.

Furthermore, in FY 2002, JICA began to study evaluation methods that could be applied to international disaster relief projects. In this way, the coverage of JICA's evaluation has been surely expanding.

4. Research and Development of Evaluation Methods

(1) Revision of JICA Evaluation Guidelines

In FY 2001, JICA made an extensive overhaul of its evaluation guidelines and published the revised version as "Practical Evaluation Methods: JICA Evaluation Guidelines." The guidelines describe JICA's evaluation policy, followed by an explanation of practical methods on evaluation. They also explain how to plan an evaluation study; how to analyze results from the perspective of the five evaluation criteria and to draw conclusions; and how to evaluate the "means and ends" relationship between Outputs, Project Purpose and Overall Goal. The guidelines focus on ODA project evaluation but are also applicable as methods to evaluate the "means and ends" relationship between "policies," "implementation measures," and "administrative work and projects" in the public administration. Consequently, the evaluation methods introduced in the guidelines should be useful to central as well as local governments in their application of administrative evaluation.

The guidelines were widely distributed within and outside JICA, and introduced on a full scale in JICA's evaluation in April 2002.

With the introduction of the ex-post evaluation for individual projects, an English version of the "JICA Evaluation Guidelines" is being prepared and made accessible to staff in overseas offices. There are also plans to prepare a manual on ex-post evaluation for individual projects as part of efforts to establish evaluation methods.

(2) Developing evaluation methods

"Synthesis of evaluation results" involves re-analyzing existing evaluation results, grasping significant trends, and deriving lessons and recommendations for the use of future projects. Employing this evaluation method, in FY 2001 JICA conducted a comprehensive analysis of 55 terminal evaluations on projects in the healthcare and medical field and summarized their lessons learned.

JICA also works on development of methods for program-level evaluation. To strengthen the program approach, it is important that a system is established under which Japan's ODA policies, programs as implementation measures, and individual projects form a "means and ends" relationship. However, until now such a system has not been fully operationalized, as JICA's projects have been implemented by schemes. To conduct program-level evaluation under these circumstances, it is necessary to group individual projects that share common goals, to place them a posteriori under assumed programs, and to evaluate the programs. In an effort to do this, the thematic evaluation on "Population and Health Sector in the Philippines under JICA/USAID Collaboration" examined the effectiveness of using an evaluation method based on the program-approach logic model.

In recent years, collaboration with NGOs has become essential for implementing aid; JICA has been carrying out many projects in partnership with NGOs. However, these projects have not yet been evaluated. Thus, to study an appropriate approach and methods for evaluating such projects, JICA undertook a joint evaluation with NGOs in FY 2001.

In addition, since FY 2001, JICA has started studies for selecting evaluation and monitoring indicators for respective sectors. The studies were done in FY 2001, targeting the natural environment sector and the healthcare and medical sector. In FY 2002, those targeting the mining and industry sector were to be conducted.

Joint evaluation with other donors is useful to accumulate evaluation experience. In the past, JICA has participated in joint evaluation with organizations such as USAID and UNDP. It has also taken an active part in joint evaluation in the field of basic education, which began in FY 2001 with eight countries and four international organizations of the DAC's Working Party on Aid Evaluation. JICA intends to use this opportunity to gain experience while helping to improve evaluation methods in this field.

Practical Evaluation Methods: JICA Evaluation Guidelines, published 2002.

5. Fostering of Human Resources for Evaluation

In addition to establishing an evaluation system and developing methods, it is vital to foster the human resources that will actually conduct the evaluation. To undertake this task, JICA has been training JICA staff members, experts, consultants, and personnel from partner countries to provide knowledge and skills to perform the evaluation. In accordance with revision of the "JICA Evaluation Guidelines," a new curriculum for evaluation training has been developed for JICA staff, with the guidelines as the main textbook. The training started from the fourth quarter of FY 2001, and a total of 15 sessions were planned for FY 2002. Moreover, in collaboration with the World Bank, JICA works on the development of evaluation training using distance-learning methods for Japanese and local staff in overseas offices as well as for dispatched experts. Furthermore, "Monitoring and Evaluation Training" session was introduced to the pre-dispatch group training for experts in FY 2001; it became a compulsory subject of the training in FY 2002.

JICA is also contributing to improving evaluation knowledge and capacity of aid-related personnel by offering, for example, advice as to evaluation training for consultants planned by the Foundation for Advanced Study on International Development (FASID).

Similarly, since FY 2001, JICA has carried out jointly with JBIC a group training course "Seminar for Evaluation of ODA Projects," to foster human resources in developing countries related to evaluation.

6. Promotion of External Expert's Participation in Evaluation

The participation of external experts in evaluation has become increasingly important to ensure objectivity in evaluations and to improve evaluation methods.

JICA has been making use of the expertise of external experts by promoting participation of personnel from universities, research institutes, and consultants in the study teams for terminal and ex-post evaluations. Since FY 1999, JICA has entrusted to external organizations several ex-post evaluations at the program level. In FY 2001, country-program evaluations in Honduras, Panama and Sri Lanka were entrusted to consulting firms respectively, and thematic evaluation on environmental issues was entrusted to the Japan Society for International Development.

Furthermore, in FY 2002, JICA set up the Advisory Committee on Evaluation composed of external experts, which started its activities in June. The Committee was established to give advice to the Evaluation Study Committee, made up of internal members of JICA. It is intended to improve the quality and objectivity of JICA's evaluation by examining that evaluation as well as to provide advice towards the improvement of JICA's evaluation system and methods.

7. Enhancement of Evaluation Feedback

The significance of evaluation is first felt when its results are used to improve aid activities. This makes feedback of the results a vital issue, and JICA is currently working on a number of fronts to reinforce its evaluation feedback system.

To promote feedback, it is essential to improve the quality of evaluation information as well as to establish a system to facilitate the utilization of evaluation results. In this respect, the synthesis of evaluation results in the medical and healthcare sector was conducted in FY 2001 as mentioned, and an attempt was made to analyze JICA's evaluation results and to systematically organize recommendations and lessons learned. In FY 2002, JICA planned to conduct similar evaluations in agriculture, natural environment sectors.

8. Rapid Disclosure of Evaluation Results to the Public

Making the results of evaluations available to the public in a quick and reliable manner is indispensable to ensure accountability.

Use of the Internet as a means to disclose evaluation results has become increasingly important as more and more people come online. Taking into account this trend, evaluation results are made available through the JICA website, including the Annual Evaluation Report, and results for major ex-post evaluations implemented since FY 1999. Also, ex-ante evaluation documents summarizing the results of ex-ante evaluation are available on JICA's website.

Furthermore, in order to make these results available to a wider range of people around the world, JICA has been posting an English version of its Annual Evaluation Reports and major ex-post evaluation reports on its website since FY 2000.

In addition, as part of its efforts to ensure accountability, JICA has held public evaluation seminars six times a year since FY 2001 to open its ex-post evaluation results to the public.

Box 1 Opinions of Advisory Committee on Evaluation

First Committee meeting

Members of the Advisory Committee on Evaluation

Atsuko AOYAMA	M.D., Ph.D., Professor, Department of International Health, School of Medicine, Nagoya University
Kiyoko IKEGAMI	Director, UNFPA Tokyo Office
Toshihiko ISHIHARA	Ph.D., Professor, Institute for Industrial Research, Kwansei Gakuin University
Michiya KUMAOKA	President, Japan International Volunteer Center
Tsuneo SUGISHITA	Professor, Faculty of Humanities, Ibaraki University
Masafumi NAGAO	Professor, Center for the Study of International Cooperation in Education, Hiroshima University
Shunichi FURUKAWA	Ph.D., Professor, Institute of Policy and Planning Sciences, University of Tsukuba
Hiromitsu MUTA	Ph.D., Professor, Director of the Center for Research and Development of Educational Technology, Tokyo Institute of Technology
Atsushi YAMAKOSHI	Manager, Asia & Oceania Group, International Cooperation Bureau, Japan Business Federation

In FY2002, JICA set up the Advisory Committee on Evaluation, composed of external experts. This Committee is intended to improve the quality and objectivity of JICA's evaluation by examining the evaluations and giving advice on the improvement of JICA's evaluation system and methods.

The committee has been holding periodical meetings since June 2002, and various opinions have been given by the members regarding improvement of JICA's evaluation as well as improvement of JICA's projects through evaluation. The following is the summary of the opinions by the committee as of October 2002.

1. Issues Regarding Ex-ante Evaluations

1) As it is difficult to drastically revise a defective plan once a project has started, JICA should continue its efforts to improve its ability in project planning in order to formulate high-quality plans.

2) When conducting ex-ante evaluations, it is necessary to review not only the significance of the sub-sector specifically targeted, but also that of the sector to which the said sub-sector belongs as well as the global trends in the sector. Furthermore, due consideration should be given to each country's development conditions; and the purpose and contents of cooperation should be closely examined.

2. Strengthening Mid-term Evaluations

In development cooperation, there are cases where the conditions understood in a preliminary survey change during the project period. Therefore, it is important to revise plans flexibly to achieve the project purpose even under different conditions. For this reason, mid-term evaluations play a crucial role in terms of effectiveness, by allowing timely and appropriate adjustment of project activities, taking advantage of external participation, if necessary.

3. Enhancement of Evaluation Feedback

Establishing a feedback system of evaluation results is essential, especially at the planning stage. For a well-functioning feedback process to materialize, evaluation results should be delivered in a user-friendly manner to the planners (departments responsible for project implementation). In the fields where JICA has some degree of project experience, it is recommended to conduct a synthesis study (or meta-evaluation) of the results of terminal evaluations. This would contribute to extracting common lessons learned and knowledge about development aid in that field, which would be very helpful in planning and implementing future projects.

4. Strengthening Evaluation on Efficiency

"Efficiency" examines, in principle, the relation between the costs and the output achieved; which means that it is not sufficient to merely verify whether the project was implemented according to the initial plan. JICA needs to clarify its project costs and improve its examination as to whether the project has achieved sufficient output vis-à-vis the costs.

5. Expanding Coverage of Evaluation

JICA needs to continue expanding cooperation schemes subjected to the evaluation. For example, in the Individual Expert Dispatch Program, it would be possible to incorporate evaluation with a system to promote those experts who have achieved good results. Regarding Japanese experts, dispatching experts as a team rather than individuals tends to exercise better performances. However, when evaluating individual experts, differences in conditions surrounding their positions must be taken into consideration.

6. Clarification of the Objective of Evaluation and Evaluation Target

The objectives of evaluation can be divided into the following three: 1) to use as a tool for project management, 2) to feed back to enhance learning by aid-related persons, and 3) to ensure accountability. Since JICA's current evaluation does not always clarify which objective is being prioritized, evaluation results also tend to be vague. Evaluation approaches should vary depending on its objective, therefore, JICA must clarify the major objective of its evaluation and choose an approach that best fits such objective.

7. Fostering Evaluation Culture

1) There is currently a tendency to emphasize the differences between the standpoint of the evaluators and the stakeholders of the evaluated project. However, evaluation by a third party can contribute to increasing self-awareness of its activities. Therefore, an "Evaluation Culture" to incorporate evaluation into the process of improvement should be established within the organizations.

2) JICA needs to establish an ethical code for evaluation that will raise the credibility of the overall evaluation system. The ethical code should include items such as publicizing an unedited version of evaluation results by a third party and, if there are any comments, recording both the results and the comments.

3) Evaluations with quality and impact will not be produced by releasing only unobjectionable reports. JICA should continue the policy of disclosing all evaluation results.

8. Opinions Regarding the Introduction of Performance Measurement

1) JICA has not yet introduced evaluation with the perspective of the overall organization. As JICA will be reorganized into an Independent Administrative Institution, it is expected that the introduction of performance measurement contributes to improving this aspect.

2) Evaluations should be viewed as a tool to revitalize the overall organization. To accomplish this, JICA needs an evaluation system that is simple, effective, compact, and utilized by everyone.

Ⅲ. Summary of Evaluation Results

This section presents the frameworks and results of evaluation studies. The evaluations covered in this report involve ex-post evaluations (country-program evaluation, thematic evaluation, etc.) and terminal evaluations, implemented by JICA in FY2000. As for the evaluations of 80 individual projects, overall trends in the results are summarized from the perspective of the five evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability).

1 Ex-post Evaluations Targeting Multiple Projects

Ex-post evaluations implemented in FY2000 can be roughly divided into four categories: country-program evaluation, thematic evaluation, external evaluation, and follow-up evaluation of Development Studies. Evaluation categories, countries targeted for evaluation, and title are as follows:

	Country	Title of Evaluation Project
Country-program evaluation	Tanzania	Country-program evaluation
	Bolivia	〃
Thematic evaluation	Thailand	Alleviating Regional Disparities between Bangkok Metropolitan Area and the Northeast Region
	Philippines	Population and Health Sector in the Phillipines under JICA / USAID Collaboration : Part 1 (Reproductive Health)
	Thailand	Participatory Evaluation —Case Study in Thailand—
	Poland, Hungary	Transition to a Market Economy in Eastern Europe
	Thailand, Singapore	Support for South-South Cooperation
	Malaysia	Cooperation of JOCV for Middle-income Countries
External evaluation (by individual)	Thailand, Singapore, Malaysia, Philippines	JICA Cooperation for SEAFDEC (South Asia Fisheries Development Center)
	Bosnia-Herzegovina	Support for Reconstruction
Follow-up Evaluation of Development Studies	Kenya, Mauritius, Indonesia, Philippines, Sri Lanka	Follow-up Evaluation of Development Studies (Ports/ Water Supply)
	Thailand, Philippines	Follow-up Evaluation of Development Studies (Agricultural Irrigation)

(1) Country-program evaluation

From FY1998, JICA announced a policy to strengthen country-specific and thematic approaches in order to fine-tune its response to development issues faced by each country. In the course of promoting these approaches, JICA has been implementing country-program evaluations that determine the extent to which its cooperation has contributed to resolving development issues in each country. In FY2000, country-program evaluations in Tanzania and Bolivia, where multi-national efforts to reduce poverty are under way, were conducted.

The rest of this sub-section describes the framework and results of the country-program evaluation in Bolivia.

The country-program evaluation in Bolivia focused on JICA cooperation conducted from 1985 to 1999. The review involved four scopes of evaluation namely, individual project evaluation, sector evaluation, cross-sector evaluation of poverty and gender issues, and a comprehensive evaluation summarizing the results of the previous three evaluations. Furthermore, recommendations were summarized to suggest issues and sectors for which Japan should provide cooperation in the future.

JICA projects have retained relevance with Bolivian development issue, as were implemented in sectors prioritized by the Bolivian government and major donors. Also, among the three sectors targeted in the evaluation, projects in the public health and sanitation sector were highly evaluated based on all five criteria, while the infrastructure sector and agriculture, forestry, fisheries, and stock-farming sectors were rated mediocre. In cross-sector evaluations, which highlighted poverty and gender issues, no project was found to have contributed to these issues. This is mainly because gender and poverty have only drawn international attention as global issues since the early 1990s, and all projects targeted for evaluation here were not designed with these perspectives in mind, as they were planned prior to the change in the trend. [1)]

As for the future direction of JICA cooperation, 18 development issues in the five fields for the JICA Country Program were reviewed, and it was recommended as important for JICA to support 16 issues in the five fields. The five fields are improvement of basic living standards, agricutural development, infrastructure support, water, environmental conservation, and resource development.

1) JICA has included the issue of redressing gender disparities since the "Study Group on Development Assistance for Women in Development" was established in 1991. As for poverty issues, JICA began addressing them in 1993 when the "Poverty Issue Guidebook" was prepared.

New additions to the issues that require JICA assistance were the construction and maintenance of village roads and irrigation facilities for agricultural development.

In Bolivia, where multi-national efforts has been made to alleviate the country's poverty, it is important to narrow the focus on issues and sectors in line with the PRSP, as well as to take into consideration the technical advantages of Japan and roles of other donors. Meanwhile, to strengthen the program approach, it is essential to efficiently utilize resources by combining effective cooperation schemes and working closely with other donors.

(2) Thematic evaluation

Thematic evaluations in FY2000 were chosen with an intention to developing evaluation methods to strengthen the program approach and expanding the coverage of evaluation.

Recently, result-based management is increasingly required for implementation of development aid projects. For this purpose, the program approach should be further strengthened which effectively combine resources in order to achieve outputs. The themes of ex-post evaluation studies in FY2000 were chosen to respond to the needs for strengthening the program approach. Lessons from these evaluations were drawn to contribute to planning and managing future programs. The following 1) is an example of such ex-post evaluation. It discusses the Evaluation Study on "Alleviating Regional Disparities between the Bangkok Metropolitan Area and the Northeastern Region," which is distinctive for its cross-cutting perspective in evaluation - a perspective that is essential for improving the program approach. It is also an attempt to entrust the evaluation to an academic society with expertise in international development.

In addition, responding to an increasing demand for all JICA projects to be evaluated, JICA conducted evaluations targeting cooperation schemes that had not been covered by evaluation up to FY2000. Case studies were selected to implement these evaluations to examine potential methods for each of these newly evaluated cooperation schemes.

In sections 2) and 3) below, the framework and results of the evaluation entitled "Cooperation of JOCV for Middle-income Countries: the case study of Malaysia" and the "Support for South-South Cooperation" are briefly introduced.

1) Thematic evaluation: "Alleviating Regional Disparities between the Bangkok metropolitan Area and the Northeast Region"

This evaluation targets Thailand, where distortions in income distribution and economic structure between the Bangkok Metropolitan Area and outlying regions, especially the Northeast region, have become a significant social problem. The study attempted to examine whether the projects that JICA implemented have helped to redress regional disparities between Bangkok and the Northeast region. Furthermore, the study attempted to ascertain current regional disparities, underlying causes, and the structure of the problems, with the aim of offering recommendations for future efforts in redressing these disparities.

The evaluation indicated that most of the individual projects could have performed highly, but it was not possible to support the claim that JICA projects had contributed to alleviating regional disparities statistically or with hard facts. This may partly be attributed to the fact that redressing disparities had not been specifically identified as overall goal but merely referred to in the initial plan. Consequently, the evaluation simply hinted at the possibility of JICA projects making contributions in the various fields. The section below discusses ways to improve cooperation when attempting to redress regional disparities in the future, obtained through the study.

a) Improving measures from a macroeconomic perspective

The "Regional Development Plan for the Lower Northeast and Upper East Regions", which was compiled by JICA Development Study Team, was a plan to boost the level of income in the Northeast region and reduce the disparity between the national average. In this regard, the objective and orientation of the plan were relevant to the issue in Thailand. The direction of development and scenario adopted in the plan were based on the "principle of growth pole model," which had often been used in developed countries. However, analysis of the establishment process, growth mechanism, maturity and decline are still under way. It is both essential to accumulate empirical study results, and in the meantime, to consider introducing new regional development models. While preventing disparities within a region from worsening, in order to alleviate the regional disparity, it is indispensable for local people to participate in the development process. Hence, efforts to create conditions for a participatory approach must be made systematically, meaning that regional development plans should include supporting measures for those conditions.

Based on the recognition that market principles alone cannot alleviate disparities, funds allocated from

the national budget to outlying regions and decentralization of government functions gain added importance. Furthermore, it is essential to consider and cooperate with sustainable development efforts. In attempting to revitalize regions, consideration should be given to creating an environment and training human resources that can develop private-sector industry in the region, given that the private sector can be relied on for distribution of products, capital, information, and services.

b) Infrastructure

In order to maximize the effect of infrastructure construction in regional development, it is crucial to select sites on which infrastructure can be built within a given budget. In this regard, it is essential to clarify the goals of regional development, i.e., whether prime importance should be given to improving income in the targeted region as a whole or to boosting relatively backward areas within the region. The selection of sites will depend on the choice of the project goals described above. In addition, a democratic decision-making process should be established so that residents could be given an array of choices and decide on their preferred goals and sites for the development of their region.

c) Agriculture and forestry

Building up an organization that integrates local residents' activities was implied as effective in boosting regional economic activity. In addition to creating these organizations, technical cooperation related to efficient use of agricultural infrastructure such as agricultural product distribution and processing facilities should be considered. Furthermore, to prevent regional economies from relying excessively on specific resources, a regional structure of resource use should be created in line with nationwide legislation.

d) Vocational Training

For a region to develop, graduates that have received vocational training must be employed in the region to spread their technical expertise and thereby contribute to the regional economy. However, the labor market in the Northeast region has been small, and there has been a gap between wages in cities and in the region, thus limiting ways to prevent graduates from flowing out to urban areas. The ability of vocational education to ameliorate regional disparities is entirely dependent on whether the region can create its own labor market that can provide graduates with jobs.

(e) Health and medical care

The evaluated projects aimed at establishing a healthcare service model at the prefectural level, training and educational institutions in primary healthcare. The projects contributed to improving access to health care services and raised the health conditions of local residents. Hence, the projects are deemed to have created a foundation for ameliorating the disparities between outlying regions and urban areas. In particular, various training and educational activities included in the projects helped to establish human resources in the field of public health.

It is essential to be aware that healthcare in a narrowsense alone can not support the total healthcare sector — the basis from which regional disparities — can be redressed. The Trauma Prevention subproject for Khon Kaen province's Community Health project provided technical cooperation in transportation management as well as in hospital services improvement. The result implies that an approach to the health sector would be more effective if it incorporated a wider view as seen in this project.

2) Thematic evaluation: "Cooperation of JOCV in Middle-income Countries: the case study of Malaysia"

Japan Overseas Cooperation Volunteers (JOCV) program supports international volunteer experiences for youths, and has been effective not only in technology transfer, but also in promoting international mutual understanding and skill development for Japanese youths. However, middle-income countries that have achieved certain technical level have come to require JOCV members with a higher level of qualifications and conditions. As a result, JOCV members are recently expected to provide necessary labor by the assigned

A JOCV member, occupational therapist, on visiting care
(JOCV activities in Malaysia)

organization more than to transfer technology. This prevents JOCV members from actively demonstrating their own initiatives, which causes significant gaps and variations in the cooperation outputs in terms of technical transfer and the JOCV members' own satisfaction.

This evaluation took Malaysia, a middle-income country with a history of over 30 years of JOCV activities, for its case study. The evaluation attempted to gain an understanding of the state and problems associated with JOCV activities in middle-income countries. It also focused on figuring out which fields achieved output, as well as on identifying the promoting and inhibiting factors for their activities. Taking into account its position as a volunteer project, outputs other than technology transfer were also evaluated, such as relevance as a governmental undertaking aiming at promoting international understanding through the training of youths, international exchange, and the promotion of international cooperation to citizens.

From the evaluation results, both Malaysian organizations where JOCV were assigned and the volunteers highly rated the activities held in the fields of Japanese language teaching and social welfare. However, both of the parties did not appreciate the activities in the fields of vocational training or sports highly, due to Malaysia's already high technical level and the tendency to judge solely on the basis of sports competition results.

On the other hand, according to the evaluation results for fields other than technical transfer, almost 90% of the assigned institutions indicated that they had gained a new understanding of Japan through JOCV activities and had learned about Japanese people's diligence. Over 60% of the volunteers have kept contact with each other even after returning to Japan. More than half regarded that JOCV experiences had been very helpful in improving their personal, technical and international cooperation skills, implying that the main goal of fostering young people had been fulfilled. More than half of the volunteers also said that they would teach about the dispatched country and the international activities after returning to Japan, if given the opportunity. This demonstrates that the volunteer activities also contributed to improving Japanese citizen's understanding of international exchange and cooperation.

Cooperation projects in middle-income countries such as Malaysia can be characterized by the fact that the assigned institutions often have advanced technology, with counterparts with sophisticated knowledge and high academic background. This limits the volunteers' activities and makes it difficult to produce results through technical transfer.

Third-country Group Training - Laboratory practice ("Diagnostic Technology and Control Measures for Major Livestock Diseases", Thailand)

3) Thematic evaluation: Support for South-South cooperation

As South-South cooperation enables appropriate technical transfer between countries with similar cultures and stages of development. Given the importance of encouraging the initiatives of emerging donor countries, the support is also one of the most distinctive features of Japan's development assistance.

JICA has consistently placed high importance on support for South-South cooperation since its inception. Efforts include third-country training which started in 1974, the dispatch of third-country experts which started in 1995, partnership programs that are a bilateral framework with emerging donor countries, the establishment of networks between institutions, and triangular cooperation projects.

This evaluation took the cases of Singapore and Thailand, the first two countries entered into partnership programs with JICA, and looked into past projects and examined the original purpose of the South-South cooperation and actual conditions and performance. The evaluation aimed at drawing recommendations on ways to make future South-South cooperation, third-country training, and third-country expert dispatch more effective.

The evaluation firstly indicated and helped JICA realize that South-South cooperation is not regarded uniformly among the stakeholders, such as government agencies in charge of international cooperation, implementing agencies, and agencies of beneficiary countries.

JICA's support for South-South cooperation has historically been prioritized in Japan's government policies and has been one of the characteristics of Japan's

development cooperation. While in practice, projects under South-South cooperation have aimed at transferring technology that has been originally transferred by JICA cooperation in the past, to surrounding countries. On the other hand, governmental agencies in charge of international cooperation of the implementing countries regard South-South cooperation as regional assistance program. They regard aid to surrounding countries under an independent framework, prioritizing their own diplomatic consideration. Also, many of the institutions actually implementing the cooperation are leading institutions in their own countries and view South-South cooperation as an opportunity to improve their own technical skills and know-how.

To improve JICA's achievements in its South-South cooperation, JICA must review the longstanding idea on South-South cooperation support and clearly identify the framework and orientation of this support.

Judging from the evaluation results of third-country training, the role of the training in resolving development issues in the beneficiary country has not always been clear, despite training participants showed a high degree of achievement in terms of knowledge and skills.

Furthermore, there observed a high possibility that the beneficiary country could adopt the technology transferred from the third-country's experts if the originating country and the beneficiary country were at a similar level of cultural and social development and have similar climates. The accepting organizations have had a high degree of satisfaction with the transferred technology, which was effective for solving problems that the beneficiary countries were facing.

On the other hand, governmental agencies in charge of international cooperation in the implementing countries have indicated that third-country experts has tend/to be incorporated into JICA projects, and not always been consistent with the implementing country's policies to the beneficiary country. As a result, it have not had conformity with the partnership concept that would provide benefits to both governments of Japan and the implementing country. Moreover, there has often been insufficient discussion concerning the role of the beneficiary country's institutions accepting the third-country experts, suggesting that more attention should be given to this issue.

2. Evaluation of Individual Projects

Each of the 80 evaluation results included in this report were organized and summarized according to the five evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability). Trends in regions and sectors of the individual project evaluations included in this report are shown in the tables below.

(1) Relevance

1) Outline

"Relevance" questions the general appropriateness of the aid project by looking at the consistency of the project purpose with the intended beneficiary's needs, the target country's policies, and Japan's aid policies.

a) Consistency with development needs of target country

The evaluation results indicate that most of the eighty projects had consistency with the development needs of the target countries and the beneficiaries, and thus were deemed to have retained relevance. For example, Mali's Korofina District Water Supply Planning Project was consistent with the national goal of providing safe and clean water in cities exceeding a population of 10,000. The project's targeted areas had been suffered from illness caused by poor water quality, making this project highly relevant.

b) Consistency with development needs shared by region

In third-country group training, the relevance of a project depends on whether a training theme was

Projects covered by JICA evaluations (by sector)

	Planning & admin.	Public works & utilities	Agriculture forestry, & fisheries	Mining & industry	Energy	Commerce & tourism	Human resources develop.	Healteh & med. care	Social welfare	Others	Total
Terminal completion	5	13	12	7	1	0	22	8	0	1	69
Ex-post evaluations	0	6	2	0	0	0	2	1	0	0	11
Total	5	19	14	7	1	0	24	9	0	1	80

Projects covered by JICA evuluations (by region)

	Asia	Middle East	Africa	Latin America/ Caribbean	Oceania	Europe	Total
Terminal completion	28	6	13	17	1	4	69
Ex-post evaluations	3	0	3	4	0	1	11
Total	31	6	16	21	1	5	80

chosen that was appropriate to the needs of the countries participating in the training. For example, the "Laboratory Diagnosis of HIV Infection and Opportunistic Infections in AIDS" in the Philippines was motivated by the fact that Asia and the Pacific region were expected to have the largest number of HIV-infected people in the world by the 21st century. Despite this, the region did not have infection diagnostic technology or survey methods. This is one example where training maintained high relevance with the region's needs, given the increase in HIV-infected people.

c) Consistency with Japan's policies on development assistance and Japan's technical advantage

Another important factor to determine relevance of the project is whether Japan has knowledge and experience (whether or not Japan's technical advantage can be recognized) in the sector or issue targeted for cooperation. For example, in the "Polish-Japanese Institute of Computer Techniques Project", cooperation was implemented in information processing and robotics, areas in which Japan has expertise. In addition, consistency with Japan's aid policies for Poland - supporting its transition to a market economy - was also recognized, so the relevance was deemed high in this regard.

2) Factors influencing relevance

In rapidly progressing fields such as IT, the relevance of cooperation could decline during the cooperation period. For example, in the field of broadcasting technology, where a shift from analog to digital had begun, the shift created problems for the "Integrated Production of Educational Television Programs" in the third-country training in Mexico. The implementing organization, the Education Television Training Center, was not able to meet the participants' need for digital broadcasting with the analog-based equipment used in the training. It would be difficult to meet these needs without updating equipment, and this could lower the relevance of the training in provides.

(2) Effectiveness

1) Outline

"Effectiveness" looks at whether the project purpose is being achieved as initially planned and whether that could be attributed to the output of the project.

Most of the individual projects included in this report had achieved their project purposes or were expected to achieve them within the cooperation period at the time of evaluation.

Building of sanitary facilities by local residents ("UC/JICA Joint Study Project on Participatory Rural Development", Sri Lanka)

One example of the projects that achieved project purpose is the "Project on the Improvement of Mine Safety Technologies" in Turkey that aimed to improve mining safety technology, which successfully halved the accident rate of coal mines. Also, "The Training Services Enhancement Project for Rural Life Improvement" in the Philippines achieved its purpose, with outputs such as, training programs and manuals were designed to improve life in rural areas reflecting local needs, based on activities in the pilot area. On the contrary, six projects did not fully achieve their project purposes by the end of the project period. Of these, three have already implemented follow-up cooperation to achieve the project purposes, and the other three are either being examined or reviewed for follow-up cooperation.

2) Factors promoting the achievement of project purpose

a) Importance of adequate initial plans

When establishing an initial plan, due consideration must be made on the followings: project purposes, outputs necessary to accomplish these purposes, the scale of cooperation such as activities and input, and the length of cooperation. It is also crucial to select the implementing organization that would be the most appropriate in achieving the purposes.

In Uruguay's "Veterinary Laboratories Improvement Project", the cooperation was efficiently implemented after enough attention was paid on how input should be chosen and combined. Furthermore, the management capacity and technical level of the implementing organization were appropriate to accept the techniques transferred by the project. This indicates that the organization's capacity to accept the project was another factor in achieving project purpose. In the case of said project, it enabled diagnoses of vet-

erinary diseases to be accurately and quickly conducted. Furthermore, the US and Mexico, both large importers of Uruguay's livestock products, authorized the reliability of the implementing organization in screening for diseases. The organization also contributed to creating a system to prevent infectious livestock diseases.

b) Flexible coordination and adjustment during the project period

There are many cases in which project purposes were achieved by supplementing and revising the initial plan in the middle of the project period to adapt to changing circumstances. In Sri Lanka's "U.C. (University of Colombo) - JICA Joint Study Project on Participatory Rural Development", long-term experts were not given the authority to make decisions at the initial stage and this affected the relationship with the Sri Lankan side. However, revisions made by the mission team during the project period ensured that this did not seriously inhibit achieving the project purpose.

In Paraguay's "Forest Extension Project in the Eastern Region of Paraguay", the project's plan for technical transfer was plagued by delays in counterpart transfers and payment of the recipient country's local costs due to a change in government administration and financial crisis. However, the plan was revised flexibly during the project in a way that the project could produce designated outputs, enabling achievement of the project purpose.

c) Creating mechanisms to facilitate communication

A framework facilitating communication between both Japanese and partner country personnel enabled mutual participation in making decisions and became a driving force of the project. In Thailand's "Productivity Development Project", larger part of project management responsibility was placed on the Thai side, with the regular management committee meeting to jointly establish and monitor activity plans. In addition, the management committee also intensively discussed the share between the counterpart's regular workload and new duties added after the project, which greatly facilitated operations. In the "San Pedro Sula Water Treatment Plants Improvement Project" in Honduras, the Japanese side and the Municipal Division of Water met on a weekly basis. This resulted in efficient decision-making, and ensured that construction work was completed on schedule. In Romania's "Irrigation System Readjustment Project", there were multiple implementing organizations, but regular meetings of a joint management committee enabled smooth project management.

An expert advising on field trial ("The Irrigation System Readjustment Project", Romania)

3) Factors impeding achievement of project purpose

a) Cooperation scale lacking in balance with project purposes

Projects had difficulty in achieving the project purpose during the cooperation period, when the cooperation period was too short or the purpose was too ambitious for the given cooperation scale. In Sri Lanka's "Nursing Education Project", although the model school that received direct cooperation achieved all outputs, outputs were not achieved at ten other national nursing schools, such as the spread of textbooks, re-education of teachers, and guidance in clinical training. In Mexico's "Casing Technology at the Material Engineering Qualification Center," the project purpose was to enable the newly-built center to train instructors for small- and medium-sized molding companies. However, setting up a management system for this new center took time, and the project was not able to acquire the capacity to meet those company's needs by the end of project period.

b) Delays in inputs

In some cases, the start of full-scale technical transfer fell behind the initial schedule due to delays in assigning counterparts, installing equipment and arranging facilities, making it difficult to achieve the project purpose within the cooperation period. In China's "Research Center for Mineral Resource Exploration" and Sri Lanka's "Foundry Technology Development Project," such problems were dealt with by implementing follow-up cooperation.

In the Dominican Republic's "Small-Scale Fishery Development Plan in the Samana Area," the Samana

Fishing Development Training Center, the implementing organization, was only able to receive 18% of the originally planned budget due to financial difficulties of the government. Since the staff then spent time selling the fish catches gained in their practice to compensate for the budget shortfall, the number of fishermen provided with sufficient fishing training and practice turned out to be limited. In the end, techniques could not be transferred to a wide range of fishermen.

c) Changes in external conditions

Bulgaria's "Energy Efficiency Center Project" provides one example of a project in which it was not possible to achieve some of the output due to changes in external conditions. In addition to tranferring the techniques on diagnostic technology for energy conservation and consultation methods for domestic industry, the project also aimed at improving the ability to propose measures for energy conservation. However, the government established a State Agency on Energy and Energy Resources during the project period, and authority and responsibility for establishing policy measures were granted to this agency. By these means, the Center's responsibilities were detached from making policy recommendations and a significant gap was created between the original project purpose and the organization's mission and mandate.

(3) Efficiency

1) Outline

"Efficiency" examines the efficiency of the project from the perspective of the effective use of resources. In the individual project evaluations included in this report, the total input was not always clarified precisely, and thus efficiency was not fully examined in terms of cost-benefit or cost-effectiveness. Currently, evaluation on efficiency is conducted by looking at whether the input and activities were implemented according to the initial plan and the extent to which the experts, equipment, and facilities were utilized.

In the future, it will be important to examine efficiency by comparing actual costs to the costs estimated in the ex-ante evaluation and comparing costs with similar projects. Also, asking whether the minimum costs were used and whether there might have been an alternative to the approaches taken in the project would be crucial. In addition to confirming the cooperation process as has been applied so far, JICA is now taking steps to clarify costs of implementation so that the evaluation of effectiveness can be more balanced.

Academic exchange visit by Mongolia/JICA Mission ("Research Center for Mineral Resource Exploration", China)

2) Factors influencing efficiency

Factors that significantly affected efficiency have been extracted from the 80 individual evaluations.

a) Precision of initial plan

In cases where the scope of activities has not been clarified sufficiently in the initial plan or an area to serve as the pilot has not been chosen, narrowing the focus tended to consume a significant amount of time at the start of the project, leading to the delay of a full-scale start. When some input such as expert dispatch and equipment installation has already been completed while taking time to narrow down the plan as described above, the input would be idle and can lower efficiency.

b) Counterpart's capacity

Project implementation often entails new responsibilities for the implementing organization, and counterparts must continue their original duties while bearing new duties for the project. The amount of time counterparts spend on the project can determine the project's success and effective use of input such as dispatched experts and equipment installation. Thailand's "Productivity Development Project" gave due consideration to this aspect, and the Thai side prepared a detailed activity plan, which was finalized through a discussion in the management committee. This enabled those parties concerned to plan with high feasibility, and the evaluation report indicate that project was implemented effectively.

c) External factors

To implement the project efficiently, the partner country's input must also be implemented efficiently. The 1997 Asian Financial Crisis hurt the financial state of many governments in Asia, and there were cases in which payment for local costs fell into arrears. Another example of external factors is from an irri-

gation project. An abnormally large amount of rain made the irrigation water unnecessary, and the planned irrigation facilities could not be improved that year since the planned activities could not be implemented at that time. This left the already implemented input idle.

(4) Impact

1) Outline

"Impact" refers to the achievement of the overall goal and other direct and indirect and extended effects of project implementation in the long run.

Among the evaluation results of 80 projects, 69 were terminal evaluations which were implemented some four to six months before the project was completed. These evaluations basically look at the prospect for achievement of the overall goal. With only 12 exceptions, positive impacts in some form or another were identified in the target country or in nearby countries at the time of evaluation.

As for those projects which impact was not observable at the time of evaluation, the reason often lied on the particular nature of the sector, which requires a certain amount of time before the impact would manifest itself. The "Project for the Enhancement of Practical Works in Science and Mathematics Education at the Regional Level" in the Philippines was one such example.

2) Other spillover effects

The following are examples of other spillover effects.

a) Establishment of implementing organizations

There are many cases in which project has led to improvement in the implementing organization's technical skills, and the role and position of the organization in the sector targeted for cooperation. In China's "Research Center for Mineral Resource Exploration" project, the center issued reports and presented its achievements at academic society seminars. As a result, the center gained attention for its data measurement methods from other organizations, and even received requests for analysis using the newly installed equipment and for joint research. In China's "Japan-China Friendship Environmental Protection Center Project Phase II," a network was established with various Japanese organizations through counterpart training, and the center came to fulfill a significant role as a contact for international environmental cooperation with Japan and as a joint research organization with overseas organizations.

In Indonesia's "Forest Fire Prevention Management," the Indonesian governments recognized the project's effectiveness and the improvement in the abilities of the implementing organization. This is implied by the fact that the implementing organization, the Sub-directorate of Forest and Estate Crops Fire Control, was upgraded to the Directorate of Forest and Estate Crops Fire Control, composed of four sub-directorates.

Guidance on expectant mothers (The Maternal and Child Health Improvement Project in North-East Brazil)

b) Spread of technology to areas not targeted in project and surrounding countries

In Uruguay's "Veterinary Laboratories Improvement Project," the implementing organization, Division of Veterinary Laboratories (DILAVE), improved its ability to diagnose and examine veterinary diseases, letting Mexico and the US - large importers of Uruguayan food products-recognize the reliability of DILAVE's abilities. DILAVE was also entrusted with meat inspections for Chile, which does not have an inspection organization for food exports.

In "The Maternal and Child Health Improvement Project in North-East Brazil," an active campaign at international conferences was effective in spreading the concept of "Humanized Maternity Care" in Brazil and neighboring South American countries.

Typical impact in third-country group training consists of spreading the knowledge and technology gained in the training to surrounding countries after the training participants have returned to their own countries. In Malaysia's "Promotion of a Healthy Environment in Urban Areas (Healthy City Programs)," 72% of the training participants responded that they had shared their newly gained knowledge and technology with co-workers, and 83% responded that they had held their own training and seminars based on the results of the training.

c) Contributions at the policy level

In Brazil's "Maternal and Child Health Improvement Project in North-East Brazil," the government has incorporated into its policies the project's concept of "humanized care," which denies excessive medical intervention, not only in maternal and child healthcare, but in all fields of health care. Also, in Zimbabwe's "Infectious Disease Control Project," the Ministry of Health and Child Welfare decided to apply the project's educational materials and rapid diagnosis kits for malaria in provinces other than the project's model province, and is planning to promote infectious disease control activities on a nationwide basis.

d) Impact not initially anticipated

In Ghana's "Project for Construction of Sekondi Fishing Port," after constructing a fishing harbor, private-sector investment poured into the fishing port itself and the surrounding area, such as filling stations for the fishing boats and restaurant construction. However, anticipating an unfavorable impact on the livelihood of the brokers that had traditionally rowed their small canoes from the beach and bought fishing catches from fishing boats in the bay, it incurred an movement against the construction. The control office of the fishing harbor, which made use of the harbor possible by the end, held mediation with those people.

China's "Japan-China Friendship Environmental Protection Center Project Phase II" is an example of a project that had spillover effects that had not initially been anticipated. In this case, the public relations and educational campaign carried out by the implementing organization using the Internet raised the environmental awareness of local residents.

In Bulgaria's "Energy Efficiency Center" project, a program was started in which foreign-affiliated private companies would invest in companies assessed by the center's factory diagnosis to be conserving energy. Since the establishment of such a program could result in the promotion of energy conservation without companies investing a lot of capital themselves, it could have a significant impact on Bulgarian industry.

(5) Sustainability

1) Outline

Evaluation of project "sustainability" generally involves the following three aspects: the organizational and institutional aspect, technical aspect, and financial aspect. Of the 80 projects, 15 were evaluated as having a high degree of sustainability in terms of all three aspects. However, four projects were found to have some weak points in all three aspects. Overall, evaluation results indicate that although JICA projects achieved a sufficient degree of technical and organizational sustainability, they have faced difficulties in terms of financial sustainability.

Internet access at the computer lab (Japan/China Friendship Environmental Protection Center Project (Phase 2))

a) Organizational/Institutional sustainability

Out of the 80 projects, 37 were deemed to have high organizational/institutional sustainability. In Pakistan's "Maternal and Child Health Project" and the Philippine's "Training Services Enhancement Project for Rural Life Improvement," management systems were established through project activities such as building a new management structure for the organization and strengthening management. Consequently, the implementing organizations gained the capacity to autonomously manage each stage of the training course, such as planning, implementation, monitoring, and evaluation.

An example of projects in which organizational /institutional concerns remain is Indonesia's "Quality Soybean Seed Multiplication and Training Project." In order to spread superior soy bean seeds developed by the project to the farmers, the government would need to continue its policy of providing soy bean seeds and fertilizer free of charge as part of its soybean revitalization policy, and to stabilize the market price. However, the continuation of the policy remained unclear.

b) Technical sustainability

A high degree of technical sustainability indicates that the techniques transferred to the counterparts have gained ground in the implementing organization. It also means that the system for maintenance and further development of those techniques has been estab-

lished. Out of the 80 projects, only eight of them had concerns over technical sustainability at the time of evaluation. An example of a reason for low sustainability can be seen in Paraguay's "Forest Extension Project in the Eastern Region of Paraguay." The technical sustainability was threatened by high potential for the leave of counterparts that received technical transfer due to the recipient country's financial difficulties and restructuring of the implementing organization.

c) Financial sustainability

Of the 80 individual projects, 31 were deemed to have causes for concern over financial sustainability. These projects had factors in common with the recipient country, such as local costs falling into arrears due to financial crisis during cooperation periods, or the implementing organization's shift to a self-supporting accounting system. In particular, projects had difficulty in continuing the activities when it was difficult to raise revenue from the training or services that the project can offer, and when the project activities themselves were not factored into the government's budget.

Even in those projects with service activities that can raise income, such as training, screening, diagnosis and consultation, sustainability was hindered when the self-income gained did not become an independent source of funds for the implementing organization, but was allocated through the supervising agency.

2) Factors promoting sustainability

a) Achieving independent revenue sources

Although many evaluation results indicated instability surrounding financial sustainability, the projects that had secured their own revenue source demonstrated a high level of sustainability. In Sri Lanka's "Project on Quality Improvement of Textile and Clothing Products," the implementing organization managed to cover 60% of its expenditures with the revenue it earned from technical services and had a high incentive to increase its own revenues.

Lecture by an expert ("Project on Quality Improvement of Textile and Clothing Products", Sri Lanka)

b) Building up systems within the recipient country

In the Philippine's "Training Services Enhancement Project for Rural Life Improvement," the Ministry of Agriculture - the competent ministry of implementing organizations - ordered that 33 domestic training centers implement the training using participatory development methods that the project had developed. A sufficient number of staff was secured in order to implement and monitor project activities, and operating expenses were allocated from the ordinary budget.

3) Factors inhibiting sustainability

a) Concerns over outflow of personnel with transferred technology

In Paraguay's "Water Improvement Plan for Lake Ypacarai and Its Basin," domestic financial problems and the reorganization of governmental agencies increased the possibility that counterparts would be transferred. Furthermore, contract employees hired and engaged in the project would be dismissed from the Environment and Sanitation Service, the implementing organization, therefore it was likely to lose its experienced personnel and curtailment of activities. This threatened the technical sustainability of the project. In Paraguay's "Forest Extension Project in the Eastern Region of Paraguay" as well, the frequent transfer of counterparts and the dismissal of contract employees that had gained knowledge and skills made it a great concern in securing the personnel necessary to take over and refine the transferred technology.

b) Changes in external conditions

In Turkey's "Project on the Improvement of Mine Safety Technologies," Turkish Hard Coal Enterprise did not leave much room for concern over organizational or technical sustainability. However, as a result of measures to increase coal production and to create job opportunities for regions hurt by the 2000 earthquake, 4,012 new employees were hired, while 385 skilled workers retired in 1999. This large increase in the number of inexperienced workers creates uncertainty about the sustainability of techniques in mining safety.

c) Maintaining and updating equipment

Other factors that can threaten sustainability are insufficient systems to maintain equipment provided in a project and uncertainty in budget allocation for

their updating. In Trinidad and Tobago's "Regional Fishing Training Project," there was no channel to procure the materials necessary to maintain the equipment provided within the country, causing serious concern to sustainability.

3. Follow-up after Project Completion

Evaluations carried out on individual projects often point to the necessity for additional cooperation (follow-up) in order to achieve the project purpose or support the sustainability of cooperation. Based on this, JICA has implemented the following types of follow-up cooperation.

(1) Extension of cooperation period

Extension of the cooperation period is used primarily for projects implemented via Project-type Technical Cooperation and Third-country Group Training. In the case of Project-type Technical Cooperation, this applies when the project purposes either have not been adequately achieved during the original cooperation period or have not properly attained sustainability. In these cases, the project period is extended for a period of one or two years.

Furthermore, some projects with multiple outputs leave a portion of these objectives unattained. For these projects, follow-up cooperation is implemented only in the field in which activities fell short. Two of the 36 projects under Project-type Technical Cooperation received this type of cooperation.

In Third-country Group Training, the cooperation period is extended for a course that has a particular importance to the participating countries; of the 16 third-country training projects targeted here, one had its cooperation period extended.

(2) Formulation and implementation of new projects

In order to expand the impact/outcome of a project within the target country or to surrounding countries, there are cases in which new projects are formulated. Sometimes they involve the implementation of a second phase of Project-type Technical Cooperation, or an entirely new project under this scheme in a related field. In other cases it might involve employment of a new cooperation scheme, such as the Third-country Training Program, in order to extend the results of a particular project to neighboring countries.

The results of the evaluations listed in this report led to the implementation of six projects in Project-type Technical Cooperation, four Third-country Group Training courses, one In-country Training, and one Expert Team Dispatch.

(3) Dispatch of experts, JOCV and Senior Overseas Volunteers

There are some cases in which supplementary cooperation is needed in order to secure the sustainability of projects. These cases involve providing guidance and recommendation on project management and extension activities and supplementing the transferred technology.

Of the projects whose evaluation results are covered in this report, 13 projects had individual experts dispatched, while one project had senior overseas volunteers and one had a JOCV dispatched.

Ⅳ. Lessons Learned from Evaluation Results

The evaluations covered in this report identified many lessons learned and recommendations. For the purpose of utilizing them for JICA's future activities, this section presents a compilation of those lessons learned that are highly relevant to other projects. Lessons already taken up in past issues of the Annual Evaluation Report are also included when they are highlighted with a new perspective or require continuous efforts for feedback into JICA's operation.

Of the eight lessons mentioned below, numbers 1 and 2 are the lessons to be considered when JICA pursues the program approach, while numbers 3 to 7 are those pertinent to the formulation of individual projects. Number 8 concerns specific projects related to the Support for South-South Cooperation.

1. Program Purpose to be Clearly Set and Shared by all Projects Involved in the Program

(1) Bolivia's country-program evaluation noted that a combination of Project-type Technical Cooperation and construction of facilities through Grant Aid Cooperation was useful to achieve better results in realizing output and securing sustainability. It also indicated that the lack of an overall plan when implementing mutually related projects could lead to a waste of resources. Moreover, the lack of an overall plan could bring about the loss of an opportunity to consider the optimum plan to achieve the goal because the components of the cooperation already implemented might impose constraints on the choices of inputs and activities of the coming cooperation. Therefore, the evaluation emphasizes the need to clarify the cause-and-effect relations between input, project purposes and program purpose and to prepare an overall plan on a program basis.

(2) Furthermore, it is essential to scrutinize the scheme and timing for the input necessary for achieving the program purposes, and clarify the division of roles and responsibilities between the multiple parties involved in JICA programs.

2. Strengthen Overseas Support System Enabling Smooth Implementation of JICA Programs

The evaluation of the "Population and Health Center in the Philippines under JICA/USAID collaboration" suggests that in order to promote program cooperation, a more comprehensive understanding of local conditions and closer coordination of activities with counterparts are required. For such purpose, a JICA "program leader" should be assigned to the overseas office or within the recipient's government to strengthen the system for promoting programs at the site. The leader should be responsible for the formulation and overall management of JICA programs as the representative of the Japanese team. The leader should coordinate JICA programs with the recipient country's overall plans (national development plans, sector plans, PRSP, etc.) and should conduct monitoring and evaluation of the program.

3. Project Purpose to be Elaborated, Plans Formulated Considering Balance between Output, Activities, and Input

(1) Evaluations of the "Nursing Education Project" in Sri Lanka and "Casting Technology at the Material Engineering Qualification Center" in Mexico identified that project purposes should be set at an appropriate level given the length of the project period and the scale of cooperation. For example, in the above-mentioned cooperation in Mexico, one long-term expert was dispatched to a newly established center at the implementing organization to work in a field in which the organization had no experience. The task given to the expert was to coordinate the project activities to make the center operational, while transferring technology to counterparts. The evaluation results pointed out a lack of balance between the activities/input and the project purpose, which was "to secure personnel for the implementing organization that can provide technical guidance to the industry" by the project completion.

(2) The projects should be formulated, firstly, by setting an appropriate project purpose. Then, the necessary output for the purpose would be set up, and a combination of input and activities are opted to achieve the output.

4. Clarifying Terms of Reference for Experts and Counterparts at the Planning Stages

(1) To achieve the project purpose within the cooperation period, full consideration must be given to the organizational structure of the implementing organization and the technical level of the staff. In the "The Training Services Enhancement Project for Rural Life Improvement" in the Philippines, while the mandate of the implementing organization was training, project activities in the first half period focused on actual extension activities rather than on training for extension workers. As a result, it took time before the project made necessary corrections, even though the project purpose was finally accomplished.

(2) Terms of reference of the experts as well as the counterparts' allocation of workload between original duties and project-related duties should be clarified before the project starts. In the "Productivity Development" project in Thailand, defining the time allocation between the original duties and project-related duties of counterparts enabled more effective project planning, based on a realistic estimate of input.

In the "Infectious Disease Control Project" in Zimbabwe, the terms of references of the experts dispatched were extremely broad when the project started, and then they were narrowed in the latter half of the project. The evaluation indicated that clarification of the terms of reference at the initial stage would have led to more effective project operations.

5. Consideration Given to Applicability and Feasibility of Extending Project Activities to Other Regions and Organizations

(1) One of the typical patterns of JICA projects is to establish methods and techniques in a pilot area or in a model organization intending for their application later in other organizations or areas. To improve the sustainability of this type of cooperation, the possibility of applying and spreading the model should be exemplified within the project activities, and the model should be refined so that the recipient country could continue to extend the activities after the cooperation period. The "The Training Services Enhancement Project for Rural Life Improvement" designed to raise living standards provides one such example; in that project, training manuals based on the activities in the model center were proven to be applicable to three other training centers.

(2) Furthermore, in a project intended for extension, the plan should incorporate the creation of a system for planning, implementing and monitoring the extension, as observed in the "Maternal and Child Healthcare" project in Pakistan and the "The Training Services Enhancement Project for Rural Life Improvement" in the Philippines. Also, when establishing a system for extension, it should reflect the beneficiaries' opinions, since their initiative plays a key role.

(3) Further, the scale of the model project and the activities/input in a pilot area should be planned taking into account the scale that could be reproduced by the recipient country after the project ends. The amount of input should also be determined after defining the burden bearable by the beneficiaries from the planning stage.

6. Ensure Financial Sustainability from the Planning Stage

Importance of financial sustainability has already been emphasized in the Annual Evaluation Report 2001, and JICA has been making efforts as explained in the following section V. However, it is often the case that the income earned by the implementing organizations is collected by the national treasury and that the opportunity is severely limited for this income to be reallocated back to the implementing organization. With this background, continuous efforts to secure financial sustainability are required.

(1) In many projects, the implementing organization receives extra funding from the government during the project period, on top of Japan's cooperation. In such cases, it often happens that the budget of the implementing organization falls dramatically after the project period and that the organization faces difficulty in coming up with funds to continue activities necessary to sustain the effect brought about by the project. Given this situation, in order to attain financial sustainability, a system should be organized in which the implementing organization gains its own income and covers costs, as seen in the "Project on Quality Improvement of Textile and Clothing Products" in Sri Lanka. Furthermore, such activities that would help the implementing organization gain their own income should be included in the project, if available.

(2) There are projects that, given their nature, prove to be difficult to charge for costs for technical services and training by the implementing organization. In such a case, it is important to induce the recipient government to take the financial sustainability seriously and to set the scope of the initial plan, taking into account the financial abilities of the implementing organization after project completion.

7. Streamline Coordination Structure, When Involving Multiple Implementing Organizations

(1) As seen in the "Irrigation Systems Readjustment Project" in Romania, evaluations of projects with multiple implementing organizations or with counterparts gathered from different organizations, identify a number of lessons related to the strengthening of coordination functions. Projects targeting multiple organizations cause larger transaction costs for coordination and have a significant impact on the efficiency of implementation. Accordingly, it would be best, if possible, to limit the number of implementing organizations to one from the viewpoint of efficiency in project implementation.

(2) When it is unavoidable to involve multiple organizations in a project, it is essential to build a coordination structure that can create a shared awareness on managing work plans and processes. In the projects that require a comprehensive approach through the participation of many organizations in related sectors, such as projects addressing environmental issues, one organization should be assigned for overall coordination.

8. Reorganize Principles behind Support for South-South Cooperation, and Clarify Role of Cooperation before Implementation

(1) When planning South-South cooperation projects, primary consideration should be given to the development issues of the beneficiary countries. Current South-South cooperation projects are mainly discussed from the perspective of the supply side, focusing on the available resources of the partner country implementing the South-South cooperation. JICA should depart from this supply-side oriented approach. Instead, the development needs of the beneficiary countries should be analyzed and matched with the implementing country's aid resources. For this reason, the resources of the country implementing the South-South cooperation and Japan should be made best use of in a broader sense to meet the needs of beneficiary countries.

(2) South-South Cooperation should be promoted, based on the concept of joint projects between developed and developing countries not on the idea of aiding projects of developing countries from outside. In this way, it establishes the foundation for a partnership between the country implementing the South-South cooperation and Japan. In other words, Japan, the country implementing the South-South cooperation, and the beneficiary countries must all respect each other's positions and create a system of "triangular cooperation" that will better fulfill the needs of benefiting countries.

Ⅴ. State of Efforts to Feed Back Lessons Learned in the Last Year's Annual Evaluation Report

One of the major objectives of JICA's evaluation is to feed back its results into the formulation and implementation of projects to improve project quality.

This section will present JICA's current efforts to address the lessons learned and recommendations identified in the JICA Annual Evaluation Report 2001.

1. Clarifying the Path of Impact from Direct to End Beneficiaries

In general, JICA works directly with government organizations in the partner country；it expects personnel in the said organizations (i.e., the counterparts), who have received JICA's technical transfer, to extend the technology to the end beneficiaries (i.e., local residents). Thus, the FY2001 Report pointed out that it is necessary prior to the project to identify which groups at what social levels constitute the end beneficiaries and to clarify the route though which the counterparts will actually extend the effects of cooperation to these beneficiaries.

Looking at the Project-type Technical Cooperation scheme, JICA is promoting formulating project plans that incorporate concrete steps to extend effects to the end beneficiaries. For example, a project targeting training centers for agricultural extension workers developed a new training method in a model center, which involves finding and analyzing good practices of advanced farmers in the target area, compiling them as information for extension, and then using them in actual extension activities. To extend this method, the project further attempts to study training centers other than the model center.

In the forestry field, efforts have been made to identify the end beneficiaries at stakeholder workshops. Also, projects are planned in a way to improve not only the skills of counterparts but also the living standards of residents (the end beneficiaries). These projects often involve activities to provide counterparts with experience in delivering the output in the pilot area to the end beneficiaries.

In the "Mpumalanga Secondary Science Initiative" in South Africa, a series of training sessions and workshops were conducted, targeting curriculum implementers as well as the heads of districts and local teachers. Through these activities, the project aimed at improving the educational knowledge and skills of personnel at each level to enable them to finally provide students with a higher quality education. The project also introduced a monitoring system at each stage of the training to ensure that the effects were delivered to each level of educational personnel and the end beneficiaries.

2. Ensuring Sustainability in Planning and Implementation

In order to secure the sustainability of cooperation, several projects under the Project-type Technical Cooperation scheme incorporate in their initial plan the activities to improve management capacity of the implementing organization. In the "Project on on Energy Conservation" in Turkey, JICA requested the partner organization at each stage of the project to describe the vision for its activities after project completion. This gave the project a concrete plan of activities by the partner organization after project termination, thus helping to ensure sustainability.

To ensure financial sustainability, in the "Project on Upgrading Verification and Inspection Technology in the area of Mass" project in Paraguay, the implementing organization retained income from its service in its own bank account. Although permission from the Ministry of Finance was necessary for expenditures, the organization was given a certain level of discretion, which allowed a higher degree of financial sustainability.

3. Phased Implementation is Effective, if Recipient Country Not Fully Prepared

When the implementing organization is newly established or has weak management capacity, JICA projects carry out "phased implementation." For example, the initial two years of the project period is regarded as a "preparation" phase to nurture necessary management functions. Then, it is followed by full-scale activities in the next phase.

In the "Project on the Industrial Water Technology Institute (Phase 2)" project in Thailand, the first phase of the project consisted primarily of technology transfer through lectures and practice at factories. The project activities gradually shifted and developed into the second phase, which focused on practical application of transferred technology through extension services by the center, such as making proposals to improve the water use condition of client factories.

4. In Advanced Technology Field, Flexible Response to Rapid Changes in External Conditions is Necessary

Since the needs and conditions of recipient countries could change rapidly in advanced technology fields, it is desirable for projects in these fields to be flexible enough to modify their work plans and to devise improvisational use of short-term experts to respond to such changes.

In recent projects involving the IT field such as the "Project of Capacity Building on the Development of Information Technology for Education for Thai ITEd", the cooperation period is set at three years to respond to the speed of technological innovation in this field. Also, in the field of advanced technology, the mobility of the labor market is generally high. Therefore, in order to minimize the negative impact caused by the possible turnover of the counterparts, such measures are taken to share all information within the organization and to hold it in document form.

5. Conducting Cooperation toward Real-world Application and Extension, Even in Research Cooperation Projects

Most research cooperation projects are designed with an overall goal of applying the research results in the real world. To achieve this, it is necessary to keep the following two items in mind during the cooperation period: reflection of these results on government administration, and their extension to people and industry.

The phase 2 project of the "Forest Tree Improvement Project" in Indonesia developed a system for management and dissemination of information used for research on next-generation breeding technology and breeding seed production. The project tries to apply research results to the real world by setting one of the project outputs to achieve information-sharing among other research organizations, farmers, and the forestry industry.

6. Promoting Active Participation of the Disabled and the Establishment of an Environment to Support Their Participation

The FY2001 Annual Evaluation Report indicated that, in order to efficiently implement cooperation that meets the needs of people with disabilities, it is important to seek the active participation of people with disabilities throughout the entire project cycle - i.e., project formulation, implementation, monitoring, and evaluation.

In August 2002, JICA started the "Asia Pacific Development Center on Disability" project. This is the first JICA project in which people with disabilities get involved and have taken initiative in project-planning and management. The project aims at training human resources to contribute to the independence of people with disabilities, at collecting and transmitting information, and at creating a network of related organizations in the Asia Pacific region.

7. Delegating Authority to and Strengthening the Function of Overseas Offices to Enhance Coordination with NGOs

In FY2002, JICA established NGO/JICA Japan Desks in ten countries where many Japanese NGOs carry out their activities. It aims at promoting networking between Japanese and local NGOs as well as encouraging implementation of NGO-collaborated projects.

Also, in FY2002, JICA reorganized NGO-collaborated projects as Technical Cooperation at the Grassroots Level by integrating plural schemes used for NGO-collaborated projects, such as the JICA Partnership Program and the Grassroots Partnership Program.