

Country Targeted for Evaluation Study Published in Annual Evaluation Report 2004





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# Achieving More Effective Cooperation

## —JICA's Evaluation and Outline of the Annual Evaluation Report 2004

### JICA's Evaluation

The Japan International Cooperation Agency (JICA) was reorganized into an independent administrative institution on October 1, 2003. JICA, utilizing this new system as an independent administrative institution, pursues reform in order to become an organization that is trusted both in Japan and overseas through implementation of effective and efficient projects with clear transparency.

Evaluation is an indispensable tool for JICA's effort to improve its performance. In the JICA Evaluation Guidelines, JICA defines the primary objective of evaluation as enabling more effective and efficient cooperation through the use of evaluation results for planning and improving projects as well as for securing accountability, which helps JICA gain support and understanding from the Japanese people. JICA has expended great effort on evaluation as part of its operations.

Along with the ongoing implementation of ODA reforms and JICA's transition into an independent administrative institution, the role of evaluation has attracted more attention than ever. Under these circumstances, JICA is attempting to develop its evaluation system, improve projects using evaluation results, and provide accountability by focusing on the following six areas.

- a. Establishing a consistent evaluation system from the ex-ante stage to the ex-post stage
- b. Expanding coverage of evaluation
- c. Reinforcing the evaluation system and capacity
- d. Developing and improving evaluation methods
- e. Promoting evaluation by third parties
- f. Enhancing disclosure of evaluation results

### Theme of Annual Evaluation Report 2004

In fiscal 2003, JICA introduced a system for promptly disclosing evaluation results by posting them on its website. This action was taken in response to calls for prompt disclosure of evaluation results on individual projects on the website, which were dominant in questionnaire responses from readers of the Annual Evaluation Reports and in discussions of the Advisory Committee on Evaluation (Evaluation results of individual projects had previously been listed in the Annual Evaluation Report).

Along with the introduction of the disclosure system, JICA reviewed and revised the editorial policy of the Annual Evaluation Report in fiscal 2003. The new editorial policy features a presentation of synthesis study results based on individual evaluation results and thus strengthens messages directed at communication with readers. This reflects many

opinions expressed in the above mentioned questionnaire that said that the Annual Evaluation Report should provide information on the overall performance of JICA and on factors behind successful and unsuccessful cases, as well as comments that messages were not conveyed to readers. Under this new editorial policy, the Annual Evaluation Report 2003 presented "Toward a Learning Organization" as its theme and provided synthesis study results of terminal evaluations on individual projects and results of secondary evaluation on JICA's project evaluation by the Advisory Committee on Evaluation.

The Annual Evaluation Report 2004 presents "Achieving More Effective Cooperation" as its theme, which shows JICA's determination to actually implement more effective projects through learning. JICA's activities to this end are introduced in various forms. In particular, implementing useful, high quality evaluation, analyzing contributing and inhibiting factors for more effective projects, and improving projects using feedback of evaluation results are discussed.

### Overview of Annual Evaluation Report 2004

#### Feature

#### Achieving More Effective Cooperation —Learning from Good Practices

The most important consideration in technical cooperation is to assist a developing country, the leading player of development, in learning how to deal with problems and independently proceed with development. In this sense, sustainability and impact are the most important perspectives when considering effective cooperation. Sustainability concerns whether or not the effects of the project are maintained and developed after the termination of cooperation in a developing country, and impact concerns whether or not the effects of the project have spread through society and reached a significant number of people for a solution to development issues.

Under this perception, several projects with favorable outcomes in terms of sustainability and impact in various areas were selected and analyzed to determine which factors led to these outcomes. In order to plan and implement projects with sustainable and developing effects, lessons learned from good practices are presented.

### Part 1 Evaluation in JICA

#### Chapter 1 • JICA's Evaluation Activities

This chapter introduces objectives, types, implementation periods and systems of JICA's evaluation, and outlines methods for project evaluation. The project evaluation meth-

ods include evaluation framework and DAC Five Evaluation Criteria for Evaluation.

## Chapter 2 • Expanding and Enhancing Evaluation—Trends in ODA Evaluation and JICA's Efforts in Evaluation

Following recent trends in ODA evaluation, both at home and overseas, this chapter introduces JICA's efforts to expand and enhance evaluation.

- a. Establishing a consistent evaluation system from the ex-ante stage to the ex-post stage (introduction of ex-ante and ex-post evaluations)
- b. Expanding coverage of evaluation (introduction of systematic evaluation into the Volunteer Program, Disaster Relief Program, etc.)
- c. Strengthening the evaluation system and capacity (strengthening evaluation systems of overseas offices, provision of evaluation training, etc.)
- d. Developing and improving evaluation methods (revision of guidelines and development of evaluation methods for JICA Partnership Program, etc.)
- e. Promoting evaluation by third parties (commissioning of evaluation studies, secondary evaluation by external experts, etc.)
- f. Enhancing disclosure of evaluation results (disclosure of evaluation results on the website, holding evaluation seminars, etc.)

## Chapter 3 • Improving Projects Using Evaluation Results

Current situations and issues as to how JICA's evaluation results are fed back to projects are reported in this chapter. This report is based on questionnaires distributed to project operation departments, overseas offices, and domestic offices of JICA. By comparing the results to those collected during the previous fiscal year, questions regarding whether or not feedback of evaluation results has improved and whether or not the efforts for strengthening the feedback system have facilitated feedback are examined.

Furthermore, this chapter outlines the JICA Good Practice Evaluation Award, which was established in fiscal 2004, and reports on the award in its first year. The JICA Good Practice Evaluation Award was created for the purpose of sharing model activities of the feedback process and high quality evaluations as good practices, and to facilitate learning among related parties so that evaluation quality that is essential for enhancing feedback and increasing usefulness of evaluation results can be improved.

## Part 2 Evaluations of Individual Projects

### Chapter 1 • Overview of Evaluations of Individual Projects in Fiscal 2003

A list of 211 individual projects implemented in fiscal

2003 is presented and evaluation results at each ex-ante, mid-term, terminal, and ex-post stage are included as examples. Information pertaining to the evaluations included here is disclosed as evaluation results (summary) on the Evaluation page of JICA's website, and the report is also available to the public.

### Chapter 2 • Synthesis Study of Evaluations (Project-level ex-post evaluations)

This chapter details the synthesis study on evaluation results of individual projects, which was carried out to determine whether or not JICA's cooperation as a whole is effective. The Annual Evaluation Report 2003 synthetically analyzed the results of terminal evaluations. In succession, the Annual Evaluation Report 2004 looked at the ex-post evaluations of individual projects. The ex-post evaluation of individual projects focused on the sustainability and development of project effects after the termination of cooperation. Specifically, overall trends of sustainability and impact were examined based on the results of 43 ex-post project evaluations performed in fiscal 2002 (the year ex-post evaluation was introduced) and in the following fiscal year of 2003. After analyzing contributing and inhibiting factors that influenced the sustainability and development of the effects, what needs to be taken into consideration at the planning and implementation stages of cooperation was compiled as lessons in order to secure sustainability and impact after the termination of cooperation.

## Part 3 Thematic Evaluation

This section includes summaries of the following thematic evaluation, of which reports are completed in fiscal 2003.

### Chapter 1 • Science and Mathematics Education Projects

For the advancement of science and technology, which forms the basis of economic and social development, strengthening science and mathematics education is essential. However, the quality of teachers in developing countries is a limiting factor in those countries' development. This evaluation focused on projects for strengthening science and mathematics education through teacher training, which are JICA's main cooperation in the area of primary and secondary education. With the aim of extracting systematic lessons to achieve effective approaches, the major projects implemented thus far were evaluated in a cross-cutting manner.

### Chapter 2 • Poverty Reduction and Community Development

In community development that is implemented to reduce poverty, all the various stakeholders, including the central government, local governments, community, and NGOs, play significant roles. From this standpoint, an increasing number of projects employ multi-level cooperation approaches toward

these stakeholders, in order to bring about more effective cooperation. For this evaluation, the effectiveness of multi-level cooperation approaches was examined through evaluation of recent major projects in the area of community development.

### Chapter 3 • Information Technology (IT)-related Human Resources Development and the Utilization of IT in Various Fields

The role of information technology (IT) in the development arena has become very important. JICA has implemented various types of cooperation in the development of human resources necessary for IT development and utilized IT in a wide area of development projects. The aim of this thematic evaluation was to draw lessons for the implementation of more effective cooperation in the IT area; for example, how to respond to issues specific to the area of advanced technology. In addition, major past projects carried out to develop human resources in IT and actual cases of IT use in development cooperation were evaluated in a cross-cutting manner.

### Chapter 4 • Water and Poverty in Africa

Supply of safe water is one of the priority areas of cooperation in Africa. In recent years, more cooperation has been carried out under the principle of integrated water resource management for sustainable development. In this sort of cooperation, the construction of water supply facilities is combined with training in operation and maintenance or with the formation of community organizations. Furthermore, community enlightenment and activities in the area of health and sanitation are also combined. Cases in Zimbabwe and Zambia are introduced in this evaluation to examine the effectiveness of these integrated cooperation approaches in the sector of water supply targeting impoverished people.

### Chapter 5 • Environment—Environmental Center Approach: Development of Social Capacity for Environmental Management in Developing Countries and Japan's Environmental Cooperation

JICA has been implementing Environmental Center projects in China, Thailand, Indonesia, and other countries in order to strengthen their capacity for environmental management. This thematic evaluation analyzed and evaluated the effectiveness of cooperation for Environmental Centers in relation to the development stages of the environmental problem-solving capacity (so-called social capacity for environmental management) of developing countries. This evaluation was conducted in cooperation with experts in various environmental areas, both in Japan and overseas, under a contract with the Japan Society for International Development.



### Chapter 6 • NGO-JICA Collaboration Programs

JICA forms the NGO-JICA Evaluation Subcommittee under the NGO-JICA Committee in order to share information and knowledge and to learn mutually through joint project evaluation. For the purpose of developing evaluation methods for cooperation that brings direct benefits to grassroots concerns, this evaluation provided recommendations presented by the NGO-JICA Evaluation Subcommittee in fiscal 2003. Horizontal analysis on the collaborative projects between JICA and NGOs, and evaluation methods proposed based on the results of the analysis, are presented here.

## Part 4

### Secondary Evaluation by the Advisory Committee on Evaluation

#### Chapter 1 • Results of Secondary Evaluation Fiscal 2004: Improving the Objectivity and Quality of Evaluation

#### Chapter 2 • Improving JICA's Evaluations and Projects (Recommendations)

#### Reflecting on the Results of Fiscal 2004 Secondary Evaluation: Usefulness of the Secondary Evaluation Results and Application by JICA

In order to increase transparency and objectivity of evaluation, as well as improve the quality of evaluation, JICA has introduced an evaluation of evaluations (secondary evaluation) conducted by the Advisory Committee on Evaluation. Part 4 provides the secondary evaluation results made by the Advisory Committee on Evaluation in terms of quality of evaluation and projects interpreted by the evaluation reports on 48 projects' terminal evaluations conducted in fiscal 2002 and 2003. Recommendations are also made by the Committee based on the results. In this secondary evaluation, the quality of changes in JICA's evaluations over the years, as well as differences in trends and perspectives between internal and external evaluations, were analyzed by comparing the results of secondary evaluations carried out by external experts and JICA staff. JICA's future actions in response to the results of these secondary evaluations are also described.