

Annual Evaluation Report 2005

Moving Forward Together

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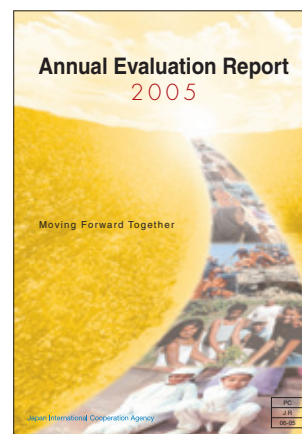
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In parallel with disclosing individual evaluation results on the website in a timely manner, JICA introduces its evaluation activities and summary of major evaluation results in the Annual Evaluation Report. The Annual Evaluation Report 2005 presents a summary of thematic evaluation results related to JICA's efforts for human security and results of secondary evaluation by external experts on individual project evaluations conducted by JICA.

[Summary]

Part 1 Evaluation in JICA

◆ JICA's Evaluation Activities and Efforts for Expanding and Enhancing Evaluation

The objectives of evaluation are to utilize evaluation results for project management, knowledge accumulation, and ensuring accountability for implementing more effective and efficient cooperation activities as well as gaining public support and understanding in Japan. To that end, JICA is working to expand and enhance evaluation. Specifically, JICA has introduced and upgraded a consistent evaluation system from the ex-ante to ex-post stages, and promoted utilization (feedback) of evaluation results systematically for improving projects. As part of these efforts, JICA is embarking on development and improvement of evaluation methods in response to various project schemes and new cooperation approaches. In addition, in order to increase transparency and objectivity in evaluation, participation of external experts and intellectuals into evaluation has been encouraged in various ways, while disclosure of evaluation results is promoted through open seminars in addition to reports and website.

◆ Improving JICA's Cooperation Using Evaluation Results

As a tool for promoting feedback of evaluation results, JICA studies and collects good practices of utilization of evaluation results and shares them within the organization. The study conducted in fiscal 2005 revealed various ways of utilizing evaluation results: for example, cases of using them for planning/operation of individual projects, for formulation of sectoral cooperation policies, and for improvement

of procedures and systems for project implementation. In order to facilitate such utilizations, activities for sharing/systematization of knowledge and experience obtained from evaluation results are also led by thematic task forces at JICA.

Part 2 Project-level Evaluation

In fiscal 2004, JICA conducted 278 evaluations (ex-ante, mid-term, terminal, and ex-post evaluations) on individual projects. Part 2 presents a list of the evaluations and includes examples of each evaluation at ex-ante, mid-term, terminal, and ex-post stages. [Note: Results of all the evaluations included in the list are disclosed on the Evaluation page of JICA's website.]

Part 3 Program-level Evaluation

JICA conducts program-level evaluation to examine the effectiveness of JICA's cooperation comprehensively and improve future approach in relation to a specific development issue or cooperation scheme. In fiscal 2004 and 2005, underlining JICA's efforts for human security and strengthening program approach, themes for evaluation were selected. Among them, the Annual Evaluation Report 2005 presents summaries of the following four thematic evaluations and one review.

◆ Thematic Evaluation ◆

—Assistance that Reaches People in Need—

Focus on assistance that reaches people in need and empowerment of those who play a key role in development is one of the principle concepts of human security. Gender Evaluation of Participatory Community Development analyzes empowerment of the residents in participatory community development from a gender perspective. The Volunteer Program (Japan Overseas Cooperation Volunteers)—Cases of Malawi, Vanuatu, and Honduras assesses the effectiveness of the Volunteer Program, which is a representative grassroots and citizen participation program.

◆ Gender Evaluation of Participatory Community Development

In order to examine the efforts of JICA's participatory regional development in view of a gender perspective, a thematic evaluation was conducted targeting a set of relevant projects. In the evaluation, their activities were studied from a gender perspective, and the relationship between the changes in terms of the community empowerment brought by the projects and the activities from a gender perspective was analyzed.

The result of the study shows two points: 1) even a project with community participatory approach did not necessarily pay enough attention to participation of women and socially-disadvantaged residents, indicating a case where the participatory approach did not lead to empowerment of residents (both men and women); 2) when some efforts for solving gender disparities in the target area from a gender perspective were made, women's participation and empowerment were promoted, whereas individual-level empowerment of women led to changes in gender relationships in a household and more understanding of gender in a regional community, giving a positive impact to increasing effects of regional development, in many cases.

The implementation of participatory community development requires consideration of relationships among local residents from a gender perspective and activities which lead to community empowerment. To do that, each stage of planning, implementation, monitoring, and evaluation must incorporate gender analysis and consideration.

With reference to evaluation results as described above, JICA selects projects that considered gender appropriately in order to compile a database of good practices. By sharing those good cases within the organization, JICA is pushing forward its measures for gender consideration.



Evaluation study conducted with participation of women (Nepal)

◆ Volunteer Program (Japan Overseas Cooperation Volunteers)

—Cases of Malawi, Vanuatu, and Honduras—

The JOCV Program was evaluated comprehensively taking into consideration its nature and characteristics from three viewpoints: “contribution to social and economic development or reconstruction in the partner country,” “promotion of friendly relationships and mutual understanding between Japan and the partner country,” and “sharing of volunteer experiences with society.” This evaluation study targeted cooperation in the past 10 years in the three countries, where the JOCV Program played an important role, from the above three viewpoints.

In terms of contribution to social and economic development or reconstruction, JOCVs were dispatched primarily in the field of social development in line with the priority sector of the development plan of each partner country, and JOCVs played an important role in respond-

ing to the needs of the people in areas that were not easily accessible by other development assistance, such as remote islands, and remote and rural areas. Their field-based activities at the grassroots level received high reputations as an advantage of the JOCV Program by partner countries and other donors. On the other hand, the necessity to secure continuity of activities and strengthen the support system was identified. In addition, although group dispatch of JOCVs and collaboration with other projects were effective for securing sustainability and greater effects of cooperation, it is still necessary to consider planning and management of the JOCV Program that makes the most of its characteristic and strengths.

As for promotion of friendly relationships and mutual understanding, JOCVs' efforts were made not as the target of their activities, but in the course of smooth implementation of cooperative activities. Their activities surely contributed to progress in such a way that their communication in daily lives and work promoted mutual understanding of culture and values. Though people in the partner country didn't usually have much knowledge of Japan, JOCVs' attitudes in the activities (diligence, punctuality, and respect for other people) were perceived favorably as Japanese values, thus resulting in a favorable impression of Japanese people.

With regard to sharing with society, awareness of the importance of activities for sharing JOCV experiences with society was fairly high. Many of them experienced changes in values and awareness through participation in the JOCV Program, leading to self-development. Others often changed their personal attitudes in daily life, including environmental consideration and exchange with foreigners. On the other hand, only a limited number of ex-volunteers engaged in activities that contributed to Japanese and international societies through participation in international cooperation or domestic volunteer activities.

In response to the study results, JICA has decided to strengthen its dispatch plan of JOCVs and support system, expand pre-dispatch training, and further promote their activities for sharing volunteer experiences with the society.

—Achieving Greater Impact—

To realize cooperation with greater impact, by positioning JICA's cooperation in the concerted efforts for solving development issues, JICA needs to improve strategies through program approach and promotion of collaboration with other donor agencies. In this regard, Thematic Evaluation on Communicable Disease Control in Africa attempted to assess the effects of cooperation for research bases of infectious diseases in Africa by clarifying the positioning of the cooperation in national infectious disease control in each partner country. As another thematic evaluation with regard to the topic of efforts for greater impact, Program Evaluation (Basic Education Sector in Honduras) attempted to assess the contribution of the JICA program to the development strategy of the partner country from a viewpoint of a program approach.

◆ Thematic Evaluation on Communicable Disease Control in Africa

For control against infectious diseases, which is a priority field in

assistance to Africa, JICA has provided assistance in creating and reinforcing research bases—the Kenya Medical Research Institute (KEMRI), the Noguchi Memorial Institute for Medical Research (NMIMR) in Ghana, and the Zambia University Teaching Hospital (UTH)—for a long period of time. In terms of roles of research institutes in infectious disease control (research, human resources development, contribution to health services), the evaluation study assessed the effects of cooperation as to how those three institutes have contributed to improvement in national medical services to the general public in collaboration with various related institutes, while playing the role of a research institute in the concerted efforts for infectious disease control in each country.

The KEMRI, the NMIMR, and the UTH all played a leading role in infectious disease control in each country through research for infectious disease control, human resources development, and cooperation with surveillance, testing and diagnosis. In particular, in the area of research, not only high quality research was conducted but also a contribution was made to the formulation of infectious disease control by reflecting research outputs on policies and giving technical advice to the Ministry of Health. In addition to researchers, medical professionals were trained, contributing to a wide range of human resources development, and training was conducted not only in the country concerned but also its surrounding countries. In addition, all three institutes that were positioned as in-country and regional reference laboratories cooperated in testing and quality control in infectious disease surveillance and conducted tests and diagnosis that could not be handled by other laboratories.

What allowed for those activities was advanced research facilities and equipment as well as high research capabilities to operate such hardware. Long-term cooperation in combination with Japan’s grant aid and technical cooperation greatly contributed to the development of such research infrastructure. The developed research infrastructure made it possible for each institute to conduct joint research with overseas institutes and secure study subsidies, facilitating further improvement in research ability and strengthening the infrastructure. It is important for JICA to rely on the capabilities of those institutes and establish a cooperative relationship as a partner in future assistance for infectious disease control in Africa using the outcomes of Japan’s past cooperation.

In view of the study results, JICA is working to establish a partnership through various activities including support for South-South cooperation by collaborating with these three institutes as cooperation bases in infectious disease control in Africa.

◆ Program Evaluation (Basic Education Sector in Honduras)

In order to strengthen basic education (primary education) in Honduras, JICA implements a program consisting of PROMETAM, which supports teachers’ training, JOCV’s Model Project, which involves regional comprehensive activities, and the dispatch of experts in educational policy and aid coordination support. The evaluation study assessed JICA Program’s contribution to development of basic education in Honduras in terms of the position of the program in the development strategy in the education sector, coherence and outcome of the program, and progress of the development strategy.

In Honduras, the low completion rate for primary education was a serious issue in the education sector. Under the Education for All—Fast Track Initiative (EFA-FTI Plan) Honduras worked to reduce the rate of grade repetition and dropout and improve children’s academic capability for a better completion rate, improve the quality of teachers to do that, strengthen pre-school education, and correct regional disparities. The JICA Program, which was formulated prior to the formulation of the EFA-FTI Plan, supported priority activities of the EFA-FTI Plan and was at an important position in the measures for EFA-FTI Plan.

The JICA Program had coherence as a program in that the program was formed under the clear common goal of lowering the rate of grade repeating as well as the rate of dropout in the combination of complementary approaches for school (PROMETAM) and community (the JOCV’s Model Project). However, there were gray areas in the scenario as to how to achieve the goal specifically through two projects. One example is that even though it was difficult for those JICA projects alone to achieve the goal, donor coordination was not really considered at the formation of the program. Nevertheless, as the program has gained an important position in the EFA-FTI Plan and PROMETAM especially has generated outcomes other donors acknowledge, the teaching materials developed by PROMETAM were distributed nationwide with support from other donors and training was expanded, showing the scale up of the effects.

As far as the progress of the EFA-FTI Plan was concerned, improvement in quality of education, which was an area supported by PROMETAM, was relatively advanced thanks to support from other donors, while efforts in other areas showed some delay. The Model Project in the JICA Program covered these areas. In this regard, expansion of the outcome of the Model Project is important for greater contribution of the JICA Program to the EFA-FTI Plan and it is necessary to scale up the effects while considering collaboration with other ODA projects and coordination with other donors. In examining the future of the program, it is important to consider how to respond to issues such as strengthening the administrative capacity of the Ministry of Education, which has emerged along with the implementation of the EFA-FTI Plan.

Currently, JICA is promoting measures for strengthening a program approach. In these efforts, program formulation and operation management is being examined based on the results of this evaluation study.



A JOCV teaching children (Honduras)

◆ Review ◆

—Effective Implementation of Peace-building Assistance—

JICA conducts program-level evaluations as ex-post evaluations in principle. However, when many related projects in a new cooperation sector are still underway and not generating enough effects to evaluate,

in order to further facilitate the effectiveness of future cooperation, JICA reviews its past undertakings and experience to extract real-time lessons in some cases.

◆ Peace-building Assistance: Review of Assistance to Afghanistan

Among its various peace-building assistance activities, assistance to Afghanistan, which has been implemented on a rather large scale from the beginning stage of the reconstruction assistance under unstable security and political conditions, is an extremely valuable experience for JICA. This study reviewed the three-year experience from the beginning of the assistance to Afghanistan to provide more effective and efficient feedback to the implementation of peace-building assistance activities.

Immediately after the Bonn Agreement in December 2001 and the subsequent Tokyo Conference on Reconstruction Assistance in January 2002, JICA made efforts to launch activities promptly by sending study teams and experts and opening an overseas office. Among the three pillars—peace process, security, and reconstruction and development assistance—announced by the Japanese government, JICA has played an important role in reconstruction and development assistance and has contributed to the security sector as well. In addition to assistance for human resources development, JICA projects for infrastructure development produced visible results in a relatively short time frame, and received high praise from the Afghan people as a materialization of Japanese commitment for assistance to Afghanistan.

However, JICA had to accommodate urgent needs where possible in the beginning of the assistance, making it difficult to secure consistency in the entire activity plan. Infrastructure reconstruction and development were addressed promptly using emergency development studies flexibly, whereas Technical Cooperation Projects that involve the dispatch of experts took time to start due to the preparation and recruitment process. These turned out to be lessons learned. Collaboration with other organizations such as international organizations and NGOs has been actively promoted through local donor meetings and regular meetings with NGOs, and in fact, many projects have been implemented jointly with NGOs. On the other hand, due to differences in safety standards, collaboration with humanitarian aid organizations was difficult at the field level. In terms of support system, opinion exchange at the ministerial level with major Afghan ministries following the establishment of Afghan Interim Authority was effective in JICA's decision-making in the direction of assistance to Afghanistan. However, it took more than six months to establish a unit exclusively in charge of Afghanistan and there was not enough manpower to open an overseas office; these should be improved for future assistance. Another lesson learned was to further improve the safety management system in line with actual local conditions. Future peace-building assistance needs to be implemented based on those experiences and lessons learned in Afghanistan.

Based on the review results, in order to promptly plan and implement projects that need urgent attention, JICA introduced the Fast Track System in July 2005. The system aims to simplify and shorten the processes regarding project formulation, decision-making, implementation preparation, procurement, etc. In Afghanistan, JICA has improved the

safety management system by upgrading safety equipment such as vehicles and radios, introducing a contingency plan, and deploying security clerks familiar with local conditions. In addition, cooperation activities have been carried out by incorporating the use of local human resources such as counterparts into a plan so that in case operations by Japanese experts were restricted due to deteriorating security conditions, it would have a minimum effect on the project.



A study team member proceeding with road improvement in an emergency development study (Afghanistan)

Part 4 Secondary Evaluation by the Advisory Committee on Evaluation

In order to increase the transparency and objectivity of evaluation, JICA has introduced secondary evaluation, which has the Advisory Committee on Evaluation check the results of individual project evaluations conducted by JICA as internal evaluations. In fiscal 2005, 45 projects' terminal evaluations (primary evaluations) conducted by JICA in fiscal 2003 and 2004 were examined in terms of quality of primary evaluation and results of project implementation (secondary evaluation).

In terms of quality of evaluation, secondary evaluation was made based on eight criteria comprising 33 viewpoints. As a result, though all the criteria reached 3 points in a scale of 5, the average scores for level of counterpart participation and sufficiency of lessons learned were relatively low, requiring further improvement. Nevertheless, the quality of evaluation improved over the years and they identified the increasing number of evaluations analyzing problems and ways for improvement.

On the other hand, the result of the secondary evaluation on project evaluation shows that 35 projects out of 45 were graded either "excellent" (20 points or more in the full 25 points) or "good" (15 points or more and less than 20), while 10 other projects were graded "poor" (10 points or more and less than 15). However, even projects whose outcomes were rated as being somewhat insufficient by secondary evaluators were evaluated properly in many cases. It should be noted that some projects were severely graded in the secondary evaluation due to an inappropriate value judgment in the primary evaluation with poor quality.

JICA has promoted measures for improving the quality of evaluation, such as revising evaluation guidelines and upgrading evaluation training based on results of secondary evaluation. The results of the secondary evaluation this time will also be taken into account in promoting improvement in evaluations and projects.

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