Part 1

Evaluation in JICA

Chapter 1 JICA's Evaluation Activities and Efforts for Expanding and Enhancing Evaluation

1-1　JICA's Evaluation Activities

(1) Objectives of Evaluation

In order to implement effective and efficient cooperation, it is important to evaluate projects appropriately, and then reflect the recommendations and lessons learned on improvements in the implementation of new projects. JICA's project evaluation assesses the efficiency and effectiveness of a project as objectively as possible at each stage of the project cycle.

The objectives of evaluation are to utilize evaluation results in a decision-making process for project management and to feed lessons learned from evaluation back into the learning process of the aid organizations concerned for more effective project implementation. In addition, by disclosing evaluation results, JICA intends to ensure transparency and accountability to gain public support and understanding in Japan and developing countries in implementing effective and efficient cooperation.
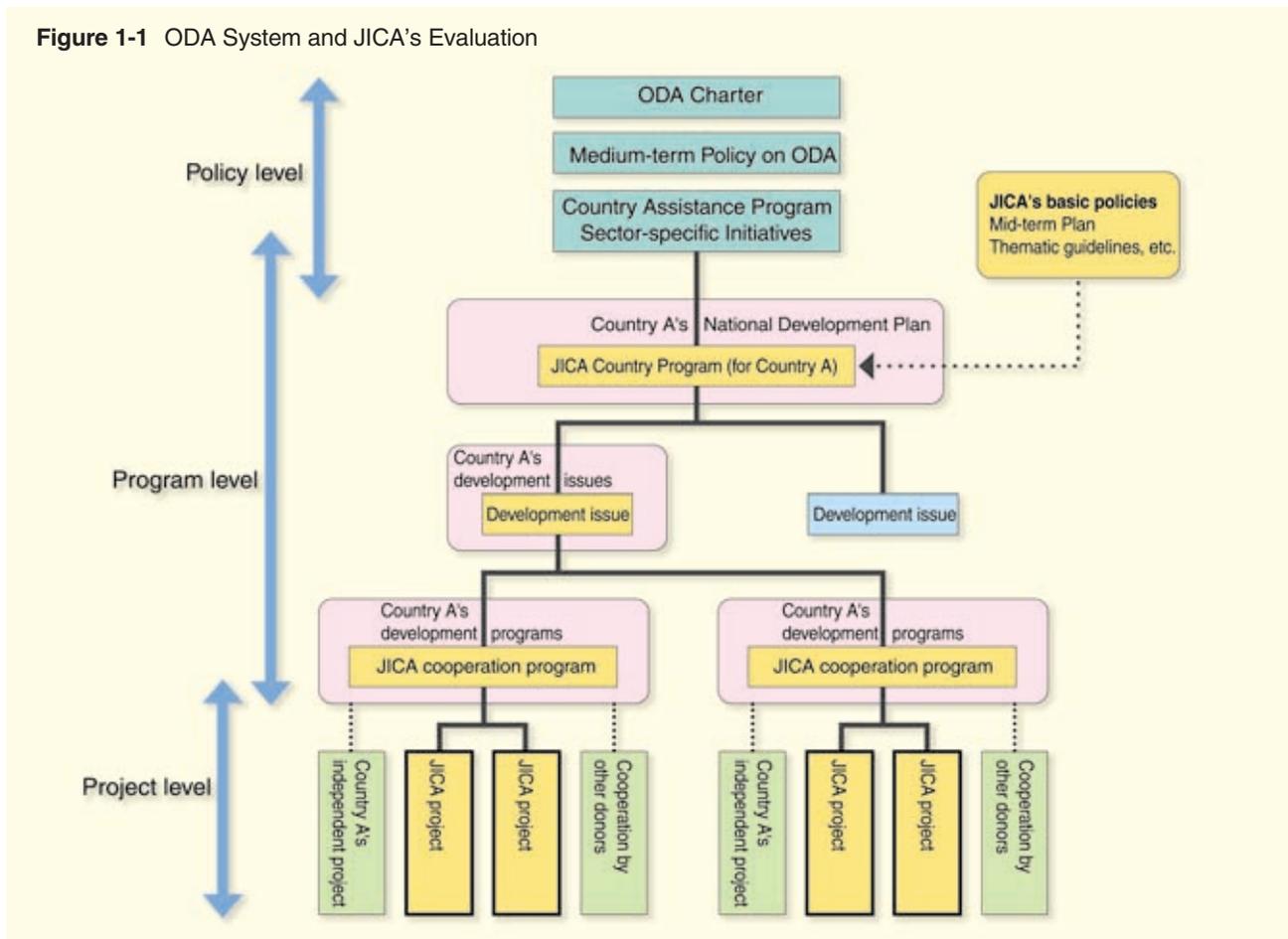
(2) Types of Evaluation

Project evaluation can be categorized from the perspectives of what to evaluate, when to evaluate, and who evaluates. Classification of JICA's project evaluation is based on the following three perspectives.

1) Evaluation Focus

From the perspective of what to evaluate, ODA evaluation is classified into three levels—policy, program and project levels—among which JICA conducts project- and program-level evaluations (Figure 1-1).

Project-level evaluation covers individual projects and is conducted by JICA's departments and overseas offices responsible for project implementation. The evaluation results are utilized in planning and revising projects, making decisions on whether to continue cooperation or make adjustments, reflecting lessons on similar projects, and securing transparency and accountability.

Figure 1-1 ODA System and JICA's Evaluation

Program-level evaluation evaluates a set of projects in a comprehensive and cross-sectional manner. It examines what effects JICA's cooperation brought about at a country-program level, or to what extent JICA's cooperative approach was effective in a specific development sector and issue. It is also directed at specific cooperation schemes such as Volunteer Program and Disaster Relief Program. These evaluations are conducted by the Office of Evaluation of the Planning and Coordination Department of JICA as thematic evaluation. These evaluation results are used for improving JICA Country Programs and thematic guidelines, modifying cooperative approaches for effective program implementation, as well as formulating and managing new projects.

2) Evaluation within the Project Cycle

Project-level evaluations are classified into four types from the perspective of when to evaluate: ex-ante, mid-term, terminal, and ex-post evaluations, which correspond to four stages in the project cycle (Figure 1-2).

a. Ex-ante evaluation

The ex-ante evaluation is carried out prior to the implementation of a project to check conformity with Japan's aid policy, JICA Country Program, and needs of the partner country, as well as to clarify the project content and expected cooperation effects for the purpose of evaluating the relevance of the project comprehensively. Evaluation indicators of a project set at the ex-ante stage will be used to measure the progress and effect of cooperation in subsequent monitoring and evaluations at stages from mid-term to ex-post evaluations.

b. Mid-term evaluation

The mid-term evaluation is conducted at the middle point of a project to evaluate for smooth operation leading to outcome. It aims to clarify the achievements and implementing process and examine whether plans of the project are appropriate, focusing on relevance, efficiency, and so on. Results of the mid-term evaluation are utilized to revise the original plan or improve the operation structure.
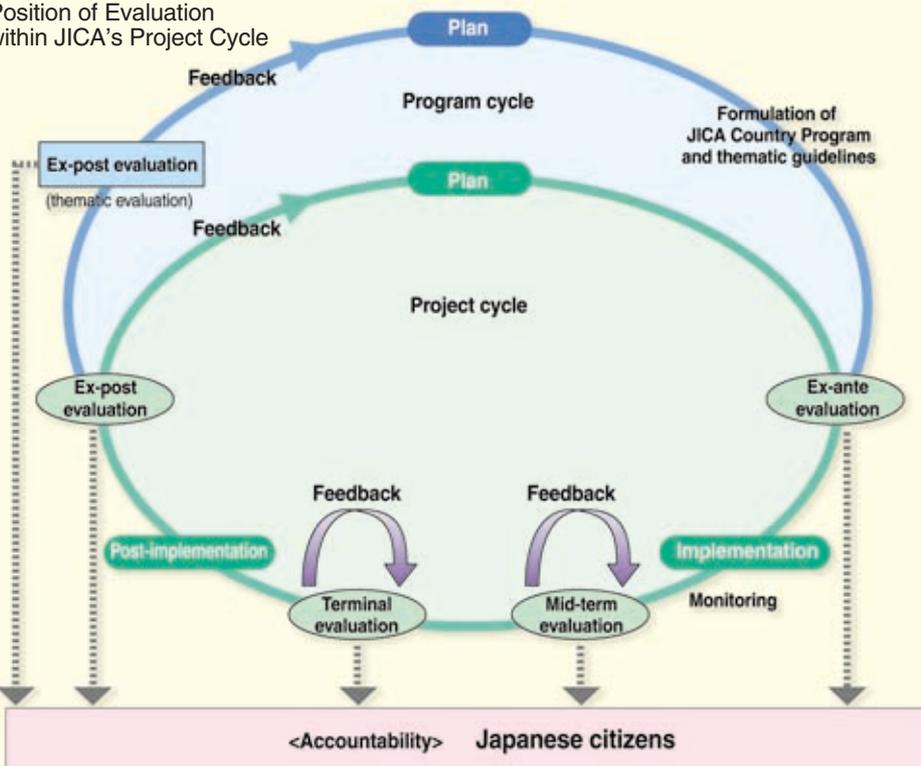
c. Terminal evaluation

The terminal evaluation is conducted to examine whether the project will achieve the outcome as planned prior to the termination of a project. It comprehensively analyzes the achievement level of the project purposes, efficiency and prospective sustainability of a project. Based on the result, it is decided whether to complete the project and whether follow-up such as extension of cooperation is necessary or not.

d. Ex-post evaluation

The ex-post evaluation is conducted a few years after completion of a project to verify impact of the project on the recipient side and sustainability of the cooperation effect. Results of ex-post evaluation serve as lessons learned for effective and efficient project implementation in formulating and implementing new projects and/or programs in the future.

Thematic evaluation and other program-level evaluations are

Figure 1-2 Position of Evaluation within JICA's Project Cycle

conducted as ex-post evaluations. They are used to improve JICA Country Programs or thematic guidelines as well as to formulate and implement new projects.

3) Evaluation by Types of Evaluators

From the perspective of who evaluates, JICA's evaluation is classified by evaluator in the following manner.

a. Evaluation by JICA (internal evaluation)

It is conducted by JICA, which is responsible for project management in cooperation with external specialists, such as consultants and academics, for the purpose of collecting information necessary for project management and revision.

JICA also promotes the review of such internal evaluation results by third parties (academics, journalists, NGOs, etc.) with expertise in development assistance and familiarity with JICA's undertakings to assure transparency and objectivity. (Fiscal 2005 secondary evaluation results by the Advisory Committee on Evaluation are provided in Part 4 of the report.)

b. Evaluation by third parties (external evaluation)

In order to ensure the quality, transparency, and objectivity of the evaluation, JICA entrusts a certain portion of evaluation studies to external experts and organizations (universities, research institutes, academics and consultants, etc.). Specifically, they are third parties who are not involved in the planning and implementation of the evaluated project and who have high expertise in the evaluated fields. External evaluation may be conducted by external experts and organizations in the partner country in addition to those in Japan.

In addition, JICA carries out the third party reviews as described in a. using external evaluators.

c. Joint evaluation

This evaluation is conducted in collaboration with organizations in partner countries or with other donors. Joint evaluation with partner countries are effective for sharing the results of effects and issues about projects. It also contributes to learning evaluation methods and improving capacity of those countries in carrying out evaluation. Since all JICA cooperation activities are joint efforts with the partner country, project-level evaluations are consistently conducted as joint evaluations from the planning to the termination stages. Program-level evaluations are also conducted with the participation of the partner country, and evaluation results are fed back to those involved in the partner country.

A joint evaluation with other donors is becoming important in terms of aid coordination and is also effective for learning about one another's projects and evaluation methods.

(3) Methods of Evaluation

Evaluation has no meaning unless evaluations are utilized. To produce reliable and useful evaluation results, the project needs to be examined in a systematic and objective manner and then convincing value judgement has to be made with supporting grounds. It is also important to draw recommendations and lessons learned through analyses of the factors that affect success and failure of the project.

JICA's evaluation framework is composed of three stages: (1) studying and understanding the situation surrounding the project; (2) assessing the value of the project by the five evaluation criteria; and (3) drawing recommendations and lessons and feeding them back for improvement*.

1) Grasping and Examining the Conditions of the Project

The first step is to examine the project achievements as to what has been achieved in the project and to what extent it has been achieved. The next step is to identify and analyze the implementation process as to what is happening in the process of achievement and what kind of effects it has on the achievements. Furthermore, the causal relationships between the project and the effect, namely whether the achievement has resulted from the project, is examined.

2) Value Judgement about the Project in Terms of the Five Evaluation Criteria

The next step is to make value judgements about the project based on the information on the actual conditions of the project obtained through the above-mentioned procedure. For judging the value of projects, JICA has adopted the five evaluation criteria (relevance, effectiveness, efficiency, impact, and sustainability) proposed in 1991 by the Development Aid Committee (DAC) of the Organization for Economic Cooperation and Development (OECD). See Table 1-1 for the definition of each criterion.

3) Drawing Recommendations and Lessons for Feedback

The recommendations should be formulated based on the results of an evaluation study, and they should propose specific actions for the project stakeholders. Evaluation results are reported to those involved in the project and disclosed in public. Feedback of evaluation results to projects is important in improving the project and enhancing its effectiveness. In order to make recommendations and lessons that are easily fed back, it is necessary to clarify the contributing and inhibiting factors that have affected the success or failure of a project. It is also necessary to specify the target of the feedback.

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*JICA's project evaluation methods are explained in detail in the "JICA Guideline for Project Evaluation: Practical Method for Project Evaluation" (JICA, September 2004). These guidelines are available on the Evaluation page on JICA's website (http://www.jica.go.jp/english/evaluation/index.html).
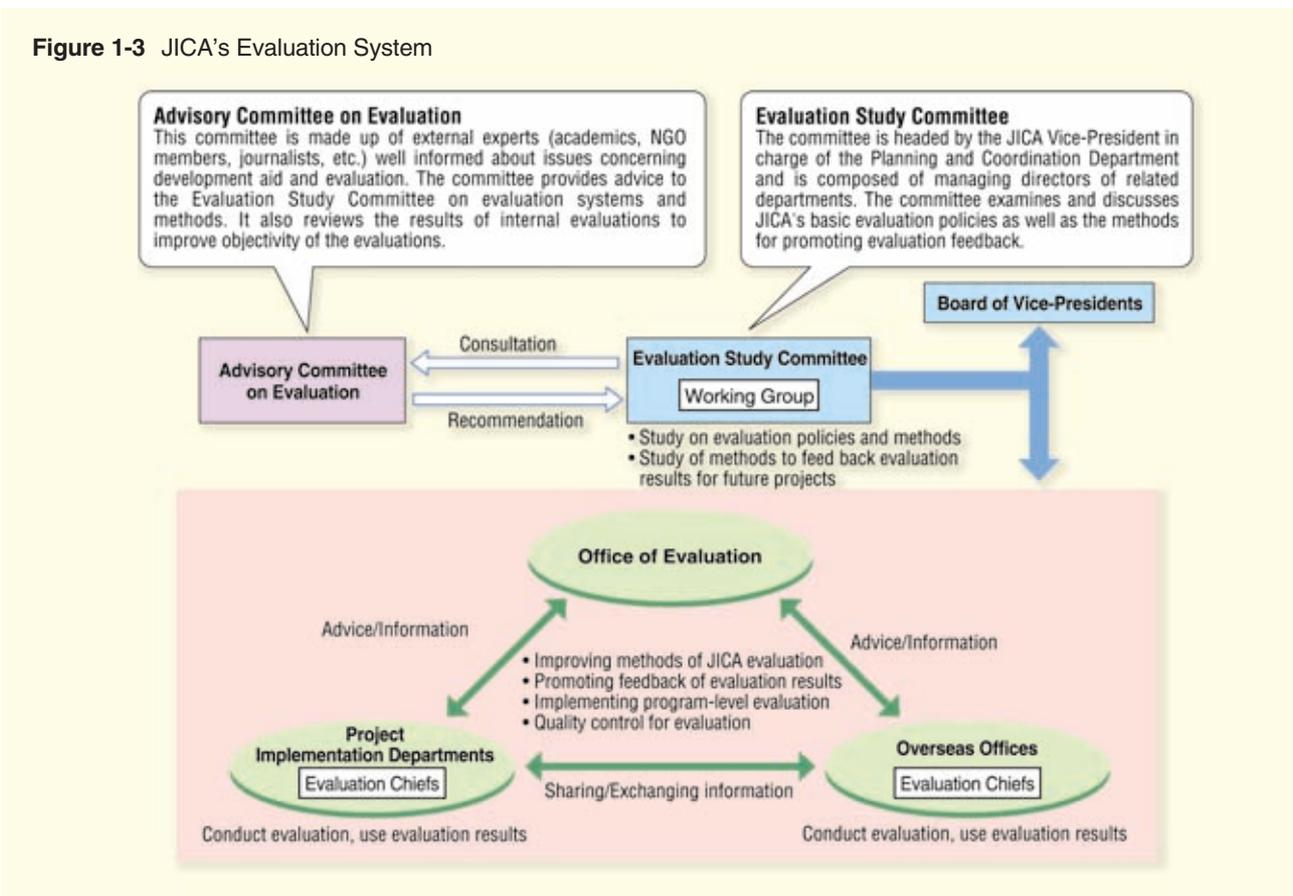
(4) Evaluation System

JICA's current evaluation system is composed of the Evaluation Study Committee, the Advisory Committee on Evaluation, Office of Evaluation, and the project implementation departments (headquarters and overseas offices). Major roles and activities of each group are shown in Figure 1-3.

Table 1-1 Perspectives of Five Evaluation Criteria

Relevance	"Relevance" questions whether the plan of a project is greatly needed and meets the needs of the intended beneficiaries; whether the project is consistent with the partner country's development policies and Japan's aid policies and has high priority; and whether the project provides proper solutions to the problems and issues in the area or sectors concerned.
Effectiveness	"Effectiveness" questions whether the effects planned in the project (project purposes) have been achieved and whether the achievement resulted from the activities of the project.
Efficiency	"Efficiency" questions with regard to outputs or project purposes whether there was no alternative means that could have led to the same achievements at lower costs, or whether it was impossible to produce greater achievements at the same costs. It also questions whether the inputs were made in a timely manner.
Impact	"Impact" questions whether long-term, indirect effects planned in the project (overall goals) have been achieved, and whether there are any unintended socioeconomic positive and negative impacts.
Sustainability	"Sustainability" examines whether the effects targeted in the project (project purposes and overall goals) are sustained even after the completion of cooperation in terms of technology, organization, and finances.

Figure 1-3 JICA's Evaluation System

1-2 Efforts for Expanding and Enhancing Evaluation

(1) JICA's Efforts for Expanding and Enhancing Evaluation

Recently, the situation surrounding JICA operations has been changing greatly as a result of ODA reform and JICA's new status as an independent administrative institution. Under such circumstances, JICA has made the following efforts for expanding and enhancing evaluation in order to operate effective and efficient projects, as well as execute accountability.

◆ Consistent evaluation from the ex-ante to ex-post stages

In order to implement projects effectively and efficiently, JICA reviews project plans and improves management through continuous evaluations at various stages of the project cycle, such as before, during, at the end of, and after the implementation of the project. Additionally, in order to achieve better planning and operation of similar projects in the future, the lessons obtained from the evaluations are fed back. To run the evaluation system along with the cycle of a project appropriately, JICA has developed various guidelines and provided training to people involved in projects to improve their evaluation capacity. Also, to promote feedback of lessons, various efforts have been made, such as sharing good practices that are successful cases in project improvement utilizing evaluation results.

◆ Evaluation covering various programs

In addition to Technical Cooperation Projects, JICA has various other cooperation schemes, including the Disaster Relief Program and the Volunteer Program. Due to differences in characteristics, the evaluation method used for Technical Cooperation Projects cannot be applied and thus the development of evaluation methods appropriate to the characteristics of individual schemes is required. Starting with the development of evaluation methods that suit the character and implementation procedure of each scheme JICA has made efforts to introduce systematic evaluations. Other efforts have been made for development and improvement of evaluation methods to make evaluation more useful. Included are new development of evaluation methods of program approach in response to the strengthening of program approach that has been promoted recently in JICA, and research into methods of participatory evaluation in the midst of a focus on assistance directly reaching people.

◆ Securing transparency and objectivity in evaluation

In order to ensure objectivity of evaluation, JICA promotes evaluation by third parties by involving more external experts in evaluation study. On the other hand, project evaluation mainly aimed at management of a project is generally conducted by JICA as internal evaluation. Internal evaluation has merits; for example, evaluation based on accurate understanding of actual sit-

uations is possible and the evaluation results can be fed back easily to the decision-making process for the future. However, transparency and objectivity may not necessarily be secured when compared to external evaluation. In response, we have an Advisory Committee on Evaluation conduct secondary evaluation, paying attention to ensuring transparency and objectivity in results of internal evaluation. Additionally, as another effort to secure transparency and objectivity, JICA discloses its evaluation results in a timely manner by uploading the results to its website and issuing Annual Evaluation Reports and other publications as well as holding open seminars.

(2) Consistent Evaluation from the Ex-ante to Ex-post Stages

1) Upgrading Evaluation System

In order to promote results-based management, it is crucial to set a clear project purpose and indicators to measure the project achievement before the project is launched. Then the project needs to be monitored and evaluated with regard to what effects the project has generated in various stages of the project cycle such as before, during, at the end of, and after the implementation of the project. Furthermore, for effective implementation of cooperation projects, it is essential to perform continuous evaluations in various stages of the project cycle, analyze contributing and inhibiting factors to the achievement of the expected outcomes, review project plans and improve project management. It is also necessary to utilize lessons learned from the evaluations in planning and implementation of similar projects in the future.

With these points in mind, JICA has been working to establish a consistent evaluation system from the ex-ante to ex-post stage. JICA introduced the ex-ante evaluation in fiscal 2001 to examine the needs, priority, and adequacy of the project vis-à-vis the expected outcomes before the launch of the project. JICA also introduced the ex-post evaluation in fiscal 2002 primarily to evaluate whether the effects have been generated and sustained a certain period of time after the completion of the project. By adding these two evaluations to the existing mid-term and terminal evaluations*, a consistent evaluation system was completed that covers the entire project cycle of JICA's technical cooperation projects**.

To perform evaluation from the ex-ante to ex-post stages appropriately, JICA revised its guidelines for project evaluation in fiscal 2003. Furthermore, in order to set proper outcome indicators to measure the project achievement, JICA has reviewed its principles and worked out guidelines (BOX 1).

2) Improving Evaluation Capacity

Along with the introduction of a consistent evaluation system form the ex-ante to ex-post stage and the expansion of evaluation

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 * See p. 11 of this chapter for the definition of evaluation at each stage.
**See Figure 1-2 "Position of Evaluation within JICA's Project Cycle."

coverage, both the type and number of evaluations have increased significantly in recent years. To respond to such situations and carry out high-quality evaluation, JICA has worked to improve its evaluation capacity. In order to implement projects that meet the needs of developing countries more properly and promptly, JICA is promoting the function expansion of overseas offices from the perspective of field based management. Accordingly, the strengthening of evaluation capacity of overseas offices is becoming more important.

Evaluations of JICA's projects are conducted mainly by the departments and overseas offices involved in project implementation (hereinafter the project implementation departments), with support and supervision provided by the Office of Evaluation in the Planning and Coordination Department. In order to reinforce such an evaluation system, JICA introduced an evaluation chief system in fiscal 2003. Under the new evaluation chief system, evaluation chiefs are assigned to each project implementation department. Evaluation chiefs are responsible for managing the quality of evaluations and promoting effective feedback of evaluation results to improve project planning and implementation. JICA provides these evaluation chiefs with training to promote appropriate evaluations at the field level.

JICA has also been working to improve the evaluation capacity of many stakeholders, including experts, who are involved in the implementation of JICA projects. Designed especially for experts, the Monitoring and Evaluation Training Program is carried out as part of pre-dispatch group training.

Since JICA projects are carried out jointly with developing countries, the evaluation of a project is carried out as a joint evaluation with a developing country. To implement projects effectively and efficiently, it is important to improve the evaluation capacity on the developing countries' side as the partner. Accordingly, JICA also provides evaluation training for the people concerned in developing countries. In fiscal 2004, as a part of JICA's training program, three training courses started focusing on evaluation of Technical Cooperation Projects, evaluation of loan assistance (yen loan) projects, and establishment of evaluation system, respectively (BOX 2).

While offering these evaluation training programs on the one hand, teaching materials and documents have been developed to strengthen evaluation capacity of aid-related personnel on the other. The guidelines have been translated into many languages, and materials for distance training have been developed. These materials are posted on the website so that they can be widely utilized by the people concerned both inside and outside JICA.

3) Strengthening Feedback of Evaluation Results

In order to improve projects utilizing evaluation results, it is important to reflect recommendations obtained from evaluations in the stages from ex-ante to ex-post immediately on the planning and management of a project. At the same time, it is important to utilize lessons obtained from projects in the past in planning and managing new projects. JICA has made various efforts to strengthen such feedback of evaluation results to projects.

First, a questionnaire survey was conducted targeting the project implementation departments to investigate the current situation about use of evaluation results as well as identify tasks for promoting feedback. As a result, the following tasks for promot-

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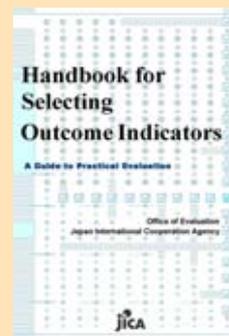## B∘X ① Development of Various Guidelines —Handbook for Selecting Outcome Indicators

In JICA's Technical Cooperation Project, the outcome that the project aims for is set as the goal (overall goal and project purpose), and the indicators to measure the achievement are specified for periodical measurement, which is designed to verify the cooperation effects and improve project implementation. However, in some projects, goals and indicators were not set appropriately, resulting in problems in the verification of effects.

In response, JICA has studied cases of project evaluations carried out in the past in a cross-sectional manner with regard to goals and indicators in order to examine measures for improvement. As

a result, it was found that positioning the outcome of a project as a change of targets, such as individuals, organizations, and society, and arranging the concepts of outcome indicators focusing on the change of such targets, are useful to set appropriate outcome indicators. This matches the concepts of capacity development (CD)* that JICA is currently promoting.

These cross-sectional viewpoints and concepts that are useful for setting outcomes and indicators were compiled and published as "Handbook for Selecting Outcome Indicators" in fiscal 2005. This handbook will be shared among the parties concerned in training

and will be improved continuously in the future so that people involved with JICA projects can utilize it as a reference tool in planning and formulating a project.

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* CD is defined as the process in which individuals, organizations, institutions and societies develop their "abilities" (the capacity of problem-solving) at each level to perform functions, solve problems, and set and achieve objectives. (Source:"Capacity Development Handbook for JICA Staff: For Improving the Effectiveness and Sustainability of JICA's Assistance," JICA, March 2004)

Improving Evaluation Capacity in Developing Countries

In implementing more effective projects, it is important to respect the ownership of developing countries. For that purpose, improvement of the management capacity of development is required for developing countries, and enhancing their monitoring and evaluation capacity has gained more attention internationally. In response, JICA provides training in cooperation with various organizations inside and outside Japan to improve the evaluation capacity of parties involved in developing countries, and lends support to strengthen the evaluation capacity as well as the evaluation system.

(1) Training related to evaluation of Technical Cooperation Projects (Distance Learning Course for Management-focused Monitoring and Evalution)

JICA set out to offer a distance training program with the focus on evaluation of technical cooperation projects using a TV conference system in fiscal 2003. Curricula and teaching materials were developed jointly with the World Bank Institute (WBI). The training program has been broadcast, linking Japan, the US, and the countries participating in the training program. Starting in fiscal 2005 the training program was newly expand-ed and provided mainly to people in charge of evaluation in the governments of developing countries. So far, it has been broadcast to nine countries in Asia, two countries in Africa and one country in the Middle East. In the broadcasts of fiscal 2005, a total of 277 people participated.

(2) Training related to evaluation of yen loan projects (Seminar on Evaluation of Japan's ODA Loan Project)

A group training course targeting persons in charge of yen loan projects in developing countries started in fiscal 2001 for the purpose of improving the evaluation capacity of ODA projects. This course focuses in particular on evaluation methods of yen loan projects with cooperation of the Japan Bank for International Cooperation (JBIC). In fiscal 2005, a total of 18 people from around the world took part.

(3) Training related to establishment of evaluation system (Forum on Institutionalization of Evaluation System)

The purpose of this group training program is to raise the evaluation capacity related to development policy in developing countries, as well as develop a capacity that contributes to the establishment of evaluation systems in developing countries themselves. This was launched in cooperation with the Japan Evaluation Society in fiscal 2004, which targets ministries and agencies administering policy evaluation of developing countries. In the first year, a total of 14 people, including government administrative officials, took part in this program from around the world.

↑ Distance Learning Course
➡ ODA Loan Project Evaluation Seminar

ing feedback were revealed*.

a: Developing a feedback mechanism
b: Improving accessibility to evaluation results
c: Improving the quality of evaluation results and providing user-friendly information
d: Improving recognition and awareness of evaluation

Based on the above study results, JICA has taken the following actions to promote use of evaluation results since fiscal 2003. In response to task a (developing a feedback mechanism), spaces where information has to be filled in with regard to the utilization of lessons learned from similar projects in the past were added in the ex-ante evaluation document for the purpose of introducing a mechanism referring to evaluation results in the operation process. For task b (improving accessibility to evaluation results), more evaluation results have been posted on the website and the availability of the Evaluation page and the accessing method have been disseminated throughout the entire organization on occa-sions such as training. Corresponding to task c (improving the quality of evaluation results and providing user-friendly information), JICA worked to improve quality by revising guidelines and conducting evaluation training, while compiling a database of lessons in the past and carrying out a thematic Synthesis Study that aims to draw out user-friendly systematic lessons (BOX 3). In addition, in fiscal 2004, through secondary evaluation on terminal evaluation results, tasks for improving quality were drawn out, and cases of good evaluation that can serve as role models to others are widely shared within the organization. Finally, for task d (improving recognition and awareness of evaluation), various evaluation training programs are carried out to improve the recognition and consciousness of evaluation, while promoting the sharing of good practices utilizing evaluation results for project improvement**.

As a result of the above efforts, the utilization rate of evaluation results inside JICA increased from 46% in fiscal 2003 to 62% in fiscal 2004. JICA will continue to promote feedback of evaluation results for project improvement.

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* The detailed study results are provided in Annual Evaluation Report 2003 (Chapter 2, Part 2) and Annual Evaluation Report 2004 (Chapter 3, Part 1). Annual Evaluation Reports are available on the Evaluation page on JICA's website (http://www.jica.go.jp/english/evaluation/index.html).
**The cases are provided in Chapter 2, Part 1 of this report.

(3) Evaluation Covering Various Programs

1) Introduction of Evaluation to Various Programs

In addition to Technical Cooperation Projects and Development Studies in developing countries, JICA has various cooperation schemes such as the Disaster Relief Program, which provides personnel assistance and emergency relief supplies in the wake of major natural disasters overseas; and the Volunteer Program whose aim is to promote mutual understanding through public participation in international cooperation. Due to the nature of these programs, it is difficult to apply the evaluation method for Technical Cooperation Projects as it is, and thus the development of evaluation methods suitable for the characteristics of each program was required. JICA has worked to introduce the systematic evaluation, including development of evaluation methods that suit the natures and characteristics, when implementing these programs.

For example, in line with the characteristics of the program, the evaluation criteria for the Disaster Relief Program include Speed, Target groups, Operation, and Presence, which the evaluations on activities regarding rescue, medical, and expert teams are based on.

As for the Volunteer Program, not only are contributions to social and economic development in developing countries specified as program goals, but also promotion of friendly relations and mutual understanding between Japan and developing countries, as well as sharing volunteer experiences with society back in Japan. Accordingly, projects are evaluated from the following three viewpoints in a multiple manner.

a. **Contribution to social and economic development in developing countries**

(Did the dispatch of volunteers meet the needs of the developing country? Did the dispatch bring about any outcomes to the partner organization or the beneficiaries?)

b. **Promotion of friendly relations and mutual understanding between Japan and developing countries**

(How much did the partner country deepen its understanding of Japan? On the other hand, how much did Japan deepen its understanding of the partner country?)

c. **Sharing volunteer experiences with society back in Japan**

(After returning to Japan, how did the volunteer share the experiences with Japanese society and international society?)

Based on the above framework, evaluation was introduced to the Volunteer Program in fiscal 2004. Using the same framework, cooperation effects in Malawi, Vanuatu, and Honduras were evaluated as thematic evaluation*.

2) Examination of Methodology of Participatory Evaluation

Recently, based on the perspective of human security, JICA has strengthened activities to embody assistance reaching people and contributing to empowerment** of people. For that end, JICA is examining how to incorporate the evaluation method of community-centered participatory projects and the method for evaluating empowerment into JICA projects, as well as how to apply them to effective project implementation. As one example of such efforts, development of evaluation method and joint evaluation in cooperation with NGOs are carried out.

In fiscal 2001, in order to promote cooperation and mutual learning with NGOs in the evaluation field JICA set up the NGO-JICA Evaluation Subcommittee, consisting of members of NGOs and JICA, which has been examining evaluation methods suitable for grassroots cooperation that directly reaches local communities (Table 1-2). In fiscal 2005, highlighting community participation approach, the subcommittee carried out Thematic Evaluation

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BoX ③ Synthesis Study of Evaluations—Systematization of Lessons in the Past

Synthesis study of evaluations was introduced in fiscal 2001 as a measure to promote feedback of evaluation results. The synthesis study examines evaluation results of several projects with a specific theme or in a certain sector and reanalyzes tendencies and problems common to projects in that theme or sector to draw out systematized lessons that can be easily fed back. Five synthesis studies have been carried out so far in fields such as primary and secondary education/science and mathematics, and information technology.

The results of these synthesis studies help promote feedback as easy-to-use summarized information, and are widely utilized for planning and operating new projects. For example, the Synthesis Study on Evaluations: Science and Mathematics Education Projects clarified that it is important to promote understanding and establish systems involving school managers and administrators as one of the lessons. In fact, in response to this lesson, Project for Strengthening Cluster-based Teacher Training and School Management in Viet Nam, and Strengthening Child-centered Approach in Myanmar Education have incorporated implementation of training for school managers in parallel with training for school teachers in the activities.

A series of Synthesis Study of Evaluations

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* The summary of this evaluation is presented in Part 3 of this report.
**Empowerment means that individuals or organizations obtain independent decision-making capabilities and economic, social, legal, and political power with awareness and exercise their capabilities.

Table 1-2 Members of the NGO-JICA Evaluation Subcommittee

NGO	
Miyuki Aoki	Services for the Health in Asian & African Regions (SHARE)
Tomoo Arakawa	Asia Volunteer Center
Atsuko Isoda	Japan International Volunteer Center/Kagawa Nutrition University
Tsukasa Konishi	The Association of Medical Doctors of Asia (AMDA)
Hiroshi Tanaka	The Institute for Himalayan Conservation
Makoto Nagahata	i-i-network, Research and Action for Community Governance
Yasushi Nozaki	Nagoya NGO Center/Nihon Fukushi University
JICA	
Satoko Miwa	Office of Evaluation, Planning and Coordination Department
Kazuaki Sato	Office of Evaluation, Planning and Coordination Department
Akihisa Tanaka	Office of Evaluation, Planning and Coordination Department
Chieko Yokota	Office of Evaluation, Planning and Coordination Department
Ryuko Hirano	Office of Evaluation, Planning and Coordination Department
Yosuke Tamabayashi	Administration Team, Regional Department I (Southeast Asia)
Yukiharu Kobayashi	Office of Citizen Participation, Training Affairs and Citizen Participation Department
Yuko Katsuno	Office of Citizen Participation, Training Affairs and Citizen Participation Department

in Community Participation for the purpose of presenting appropriate viewpoints when evaluating projects adopting a community participation approach and identifying an effective implementation method for a community participation approach through evaluation (BOX 4).

3) Examination of Methodology of Program Evaluation

JICA is working to strengthen its program approach, which strategically combines cooperation projects across project schemes or sectors to further raise the effects of projects and solve problems in developing countries. In concrete terms, planning and budget control in the program unit are being tried out, thus upgrading project management systems with programs in mind.

As a part of such efforts, JICA has continued examination to develop methods when evaluating a program based on the experience of country program evaluation and research into methods of major donor agencies. As a result, JICA has decided to examine the program evaluation method that conducts evaluation based on the following three points at this time.

a. In order to evaluate the relevance of cooperation as a means to raise effects for solving problems, not only will consistency of the partner country's strategy with JICA's program be exam-

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BOX 4 — Cooperation with NGOs—Aiming for Effective Implementation of Community-centered Development

The thematic evaluation in community participation targets cases of JICA's projects that adopt a community participation approach. By identifying specific activities in each project and viewpoints required when evaluating these projects, lessons from the past for more effective projects are drawn out to feedback for improvement of projects that adopt community participation for the future.

JICA has adopted approaches for promoting community participation in various fields and the background, purposes, and the positioning of the adoption vary from project to project. In this study, in order to verify community participation approaches that JICA is working on in a broad way, the following three projects in different fields and with different positioning of community participation in project were selected for evaluation.

• Gunung Halimun Salak National Park Management Project in Indonesia (Environmental conservation)
• School for All (Project on Support to the Improvement of School Management through Community Participation) in Niger (Education)

• Project for Participatory Village Development in Isolated Areas in Zambia (Rural development)

The project in Indonesia attempts to demonstrate a rural model where the residents can coexist with nature in a pilot-site village inside the national park for the purpose of formulating a park management plan for biodiversity in the national park. In the project in Niger, which aims to improve the school environment by school management through community participation, assistance is provided to raise the ownership of the people concerned, including residents, teachers, and students so that educational development with those people in the center will progress. In the project in Zambia, for the purpose of creating a self-sustainable village in an isolated area that is left out of development and cannot correspond to economic deregulation, creation of a model where the residents can conduct rural development continuously by themselves is the aim.

In this evaluation, the NGO and JICA have jointly examined viewpoints of evaluation, studied documents, interviewed

people involved, conducted oral surveys with a broad range of local residents, etc. Especially in the process of evaluation, evaluation of community participation approaches based on viewpoints closer to the community became possible by obtaining knowledge from NGO members possessing experience in grassroots projects with regard to community-centered development, viewpoints of empowerment of individual residents, and methods of approaching residents.

JICA is planning to promote such study analysis and evaluation further to compile a report in the future.

Oral survey among local residents

ined, but also the priority and positioning in the strategy of the partner country .

b. In evaluating a program, consistency and relations among constituent elements of the program will be examined with a focus on its strategic characteristics as well as accumulation of individual project implementation.

c. Evaluation will be made using the concept of "contribution" based on cooperation and collaboration among the partner country, Japan, and other donor countries and agencies.

In fiscal 2005, based on the above draft, a program evaluation on a basic education program in Honduras was carried out in trial, working on further improvement of the method. The results are summarized as thematic evaluation on Program Evaluation (Basic Education Sector in Honduras) *.

4) Participation in Joint Evaluation with Other Donor Countries and Agencies

Some of JICA's evaluations are carried out jointly with other donors such as bilateral cooperation organizations and international agencies. As shown in the movements surrounding Millennium Development Goals and Poverty Reduction Strategy Paper, in recent years, collaboration between donor countries and agencies while respecting the ownership of developing countries has gained more importance in achieving development goals in the international community. Under the circumstances, more evaluations are jointly carried out, and JICA has also participated

in a joint evaluation called Joint Evaluation of External Support to Basic Education in Developing Countries, which was comprised of the members of the evaluation network of OECD-DAC (Organization for Economic Cooperation and Development, Development Assistance Committee). Through participation in joint evaluation, evaluation from larger standpoints such as positioning and effects of Japan's cooperation in a global framework has become possible, and at the same time, lessons obtained through evaluation can be mutually shared and utilized. Furthermore, joint evaluation is considered important from the viewpoint of efficient evaluation that avoids duplication.

JICA actively promotes collaboration and cooperation with other donor countries and agencies for implementation of assistance with bigger impacts and participation in joint evaluation (BOX 5).

(4) Securing Transparency and Objectivity in Evaluation

1) Establishment of the Advisory Committee on Evaluation

In fiscal 2002, JICA established the Advisory Committee on Evaluation, which included external experts from universities, NGOs, and international organizations (Table 1-3). The committee has provided JICA with a broad range of recommendations and proposals to enhance evaluation systems, evaluate new themes, and improve methods for feeding back and disclosing

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BOX 5 Joint Evaluation with Other Donor Countries and Agencies—Assistance for the Great Sumatra Earthquake and Indian Ocean Tsunami Disaster (Emergency Assistance)

The Great Sumatra Earthquake and Indian Ocean Tsunami, which occurred on December 26, 2004, brought devastating damage to Indian Ocean coastal countries such as Indonesia, Sri Lanka, India, Thailand, and Maldives. It is estimated that the number of missing and dead reached 210,000 and the number of direct and indirect victims reached 1.2 million. For this greatest disaster on record, which brought devastation damage to a wide area, substantial funds were collected from governments and the private sector throughout the world, and many aid organizations, including governments of donor countries, international organizations, and NGOs, provided assistance in the affected countries. Japan also provided emergency assistance of 53.5 billion yen through bilateral cooperation, including the dispatch of Japan Disaster Relief Team by ODA, as well as international organizations. In

addition, a wide range of aid activities was provided by many NGOs.

One year after the tsunami, the Tsunami Evaluation Coalition (TEC) was established under the initiatives of the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) and World Health Organization (WHO) to summarize activities of aid agencies and obtain common lessons with regard to emergency assistance. The execution of a joint evaluation has been determined with the participation of over 30 donor countries' governments, including Japan's, related organizations of the affected countries, international organizations, and NGOs. Joint evaluation is being carried out from September 2005 to May 2006 to look into how the international community responded to emergency assistance under five themes: 1) international community's funding, 2) aid coordination, 3)

needs assessment, 4) impact on local and regional capacities, and 5) linking relief, rehabilitation and development. From Japan, the Ministry of Foreign Affairs, the Japan Bank for International Cooperation (JBIC), and JICA are jointly participating, providing cooperation in the evaluation of Japan's role in case studies of each donor. JICA coordinates with the people involved and liaises with TEC as a secretariat on the Japan side.

Japan Disaster Relief Team engaged in medical activities for victims (Indonesia)

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* The summary of this evaluation is presented in Part 3 of this report.

Advisory Committee on Evaluation

Table 1-3 Members of the Advisory Committee on Evaluation

Chairperson:
Hiromitsu MUTA:
Professor of Human Resource Development & Dean, Graduate School of Decision Science and Technology, Tokyo Institute of Technology

Committee Members:
Atsuko AOYAMA:
Professor, Department of International Health, School of Medicine, Nagoya University

Kiyoko IKEGAMI:
Director, UNFPA Tokyo Office

Akira KAWAGUCHI:
Manager, Asia and Oceania Group, International Economic Affairs Bureau, Nippon Keidanren (Japan Business Federation) (until June 2005)

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

Hiroshi Nakayama:
Manager, Asia Group, International Cooperation Group, International Cooperation Bureau, Nippon Keidanren (Japan Business Federation) (since June 2005)

Shunichi FURUKAWA:
Professor, Graduate School of Systems and Information Engineering, University of Tsukuba

Koichi MIYOSHI:
Professor, Graduate School of Asia Pacific Studies, Ritsumeikan Asia Pacific University (since June 2004)

evaluation results.

Every year since fiscal 2003, the results of terminal evaluations conducted by JICA have been examined in the Advisory Committee on Evaluation. This is a process in which external experts add verification to secure the objectivity of internal evaluation conducted by JICA. It is called secondary evaluation. The evaluation identifies issues and proposals on future tasks concerning planning and management of projects, implementation methods and reporting of evaluation, and evaluation systems.

Taking these recommendations from external experts as mentioned above into account, JICA has made various efforts to improve and expand project evaluations such as improvement of project evaluation guidelines, enhancement of feedback of evaluation results, introduction of a timely disclosure system of evaluation results through the website, and review of editorial policy of the annual report.

Experts in a developing country participating in field study

2) Promoting Evaluation by Third Parties

JICA promotes external experts' participation in its evaluation not only to increase objectivity and transparency, but also to improve the quality of evaluation through use of their expertise. Evaluation by external experts (primary evaluation) is effective in drawing lessons based on their expertise and ensuring objectivity. Therefore, some ex-post evaluations at the program level such as thematic evaluation are entrusted to external organizations such as universities and private consultancy firms. Also, JICA promotes participation in primary evaluation by experts in developing countries as a third party.

In addition to primary evaluation by third parties, JICA actively promotes secondary evaluations of internal evaluation conducted by JICA. JICA carries out secondary evaluation by the Advisory Committee on Evaluation every year as described in the above 1), and in addition, JICA has introduced secondary evaluation in ex-post evaluation at the project level to ensure objectivity based on external viewpoints. As for ex-post evaluation at the project level, external experts in developing countries conduct secondary evaluation on ex-post evaluation reports prepared by local consultant (BOX 6). And for ex-post evaluation at the program level such as thematic evaluation, secondary evaluation by external experts as the third party has been adopted.

In addition, JICA makes efforts to gain expert knowledge and increase transparency by having external experts in the target sectors or issues participate in thematic evaluation. Several external advisors have been appointed to take part in almost all the thematic evaluations since fiscal 2003.

In the course of promoting evaluation by third parties, JICA works to enhance partnership with universities, research institutes, academic societies, the private sector, and NGOs at home and overseas. One example is thematic evaluation on Communicable Disease Control in Africa*, which gained cooperation from the African Evaluation Association, involving external African experts with expertise in the field with evaluation (Part 3, BOX 9, p.86). The thematic evaluation on Economic Partnership**, which started in fiscal 2004 was entrusted to a

* The summary of this evaluation is presented in Part 3 of this report.
**The outline of this evaluation is introduced in a BOX in Part 3 of this report.

joint team consisting of Hiroshima University and Mitsubishi Research Institute.

3) Enhancing Disclosure System of Evaluation Results

Timely and sound disclosure of evaluation results is an essential part of JICA's efforts to ensure accountability. JICA discloses all the evaluation reports and uploads evaluation results in a timely manner on its website.

For the website in particular, the contents have been greatly enriched in recent years. Summaries of evaluation results of individual projects, program level evaluation reports including thematic evaluation, Annual Evaluation Reports, and project evaluation guidelines are posted. At the same time, the English website is enriched with textbooks of evaluation training posted in addition to the above items. The access number visiting the evaluation page of the website exceeds 4,000 a month on average.

In addition to enhancement of the website, JICA holds evaluation seminars open to the general public as a method for broadly disclosing evaluation results. In the evaluation seminars, JICA transmits information widely at the stage when major evaluation results are obtained during country-program or thematic evaluation, and receives opinions from participants as well.

In fiscal 2004 JICA held six seminars of thematic evaluation under the themes Synthesis Study of Evaluation in Science and Mathematics Education Projects, NGO-JICA Collaboration Program, Poverty Reduction/Community Development, the

Evaluation seminar open to the public

Synthesis Study of Evaluation in Information Technology (IT)-related Human Resources Development and the Utilization of IT in Various Fields, Synthesis Study of Evaluation in Agriculture and Rural Development, and Gender Evaluation of Participatory Community Development. About 580 participants, including those from development assistance organizations, researchers at universities and research institutions, consultants, and NGO members, attended the seminars and exchanged ideas on various topics. In and after fiscal 2005, evaluation seminars under the themes Volunteer Program, Economic Partnership, and Higher Education are scheduled.

Part 1

Evaluation in JICA

BOX 6 Secondary Evaluation by External Experts—Ex-post Evaluation of Individual Projects

In order to increase the objectivity of evaluation, JICA introduced secondary evaluation by external experts in fiscal 2003, and it was carried out in fiscal 2004 as well. For ex-post evaluation of the Research Project for Higher Utilization of Forest and Agricultural Plant Materials in Thailand, primary evaluation was entrusted to the local consultant in Thailand, and secondary evaluation on the evaluation report was requested for a local academic expert. As a result, the following comments were obtained.

[External expert]

Suchint Simaraks, Associate Professor, Faculty of Agriculture, Khon Kaen University

[Summary of secondary evaluation results]

This evaluation was conducted in accordance to the guidelines, and obtained useful results overall. Taking the following points into consideration could have made the quality of the evaluation even higher.

◆ In addition to the lessons specified in the report, more lessons could have been drawn out in aspects such as coordination and cooperation among related organizations, field survey and results of technical transfer to farmers. The purposes of the project were to develop a model of sustainable agroforestry, and disseminate it to rural

areas. As for training carried out as part of the dissemination activity, interviews with trainees should have been effective. This would have led to useful lessons in dissemination activity for the future.

◆ When evaluating the overall effects and sustainability of the project, more detailed information at the farmers' level could have been collected. It was better to clarify what kinds of knowledge and information were selected and used, after termination of cooperation, as well as to follow the flow of knowledge and information from project activities including research to farmers.