

Annual Evaluation Report 2006

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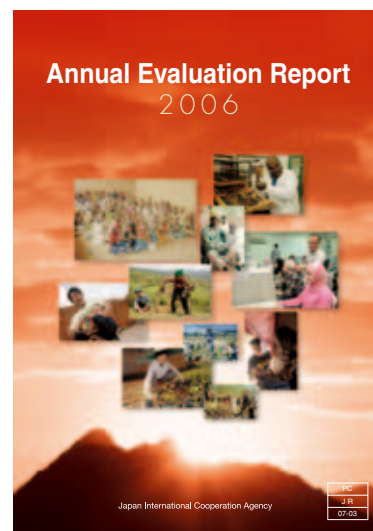
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The Annual Evaluation Report introduces the outline of JICA's evaluation activities and summaries of individual evaluation results in fiscal 2005, with the purpose of giving a clear picture of how JICA's activities are being implemented effectively and efficiently as a whole.

[Summary]

Part 1 Evaluation in JICA

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

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. JICA is also embarking on the development and improvement of evaluation methods in response to various cooperation modalities and new cooperation approaches. In addition, in order to increase transparency and objectivity in evaluation, the participation of external experts in evaluation is being encouraged in different ways, while disclosure of evaluation results is promoted through open seminars in addition to reports and a website.

◆ Improving JICA's Cooperation Using Evaluation Results

As good practices for utilization of evaluation results, cases in which recommendations from the mid-term and/or terminal evaluation results of individual projects were subsequently utilized for revising project plans and implementation/operation systems, and cases in which lessons learned from the evaluation results of past similar projects were reflected in planning/operation of other individual projects are presented.

■ Case 1: Revision of Project Plan

In the Project for Strengthening Regional Health Network for Santa Cruz Prefecture in Bolivia, the activities were limited until the middle point due to recurrent personnel relocations in the public sector

caused by changes of governments. A revision of the project plan in accordance with current conditions up to that point was then recommended in the mid-term evaluation. In response, it was decided that activities would be intensified for large health centers in the prefecture. As a result, this project brought about favorable outputs at the end of the project.



Activities at a health center (Bolivia)

■ Case 2: Revision of Project Implementation/Operation System

The terminal evaluation for the Project for the National Vocational Rehabilitation Center for Disabled People (NVRC) in Indonesia recommended that the Ministry of Social Affairs of Indonesia make efforts to strengthen the organization of NVRC in order to secure sustainability at the end of cooperation. According to the results of the ex-post evaluation conducted three years later, based on this recommendation, the ministry clearly positioned the activities of NVRC in its National Action Plan, leading to organizational and financial support for NVRC from the government. It is thus expected that NVRC will continue its activities to further increase job opportunities for persons with disabilities.

◆ JICA Program Evaluation

In order to implement projects more strategically, JICA has been working to strengthen its program approach. In parallel, JICA has developed a method for program evaluation. With this evaluation method, efforts made for achieving development issues in the partner country are grasped systematically and then the JICA program's contribution to the solution of development issues is evaluated after confirming the positioning of the JICA program in the whole development picture of the partner country and examining its consistency and strategic aspect in the course of achieving the goal. In fiscal 2006, JICA conducted program evaluation for Asia, Africa, the Middle East, and Latin America.

Part 2 Project-level Evaluation

◆ Overview of Evaluations of Individual Projects in Fiscal 2005

In fiscal 2005, JICA conducted 252 evaluations (ex-ante, mid-term, terminal, and ex-post evaluations) on individual projects. This section provides examples of evaluations at each stage with lists of the evaluations of individual projects as an appendix.

◆ Synthesis Study of Evaluations (Project-level Ex-post Evaluations)

Based on the results of 39 ex-post evaluations conducted in fiscal 2005, the tendencies of project effects were analyzed. As a result, it was revealed that over 80% of the projects have shown impacts towards achieving their overall goals and maintained project outcomes.

In addition, the relationship between the emergence of project outcomes and promoting and impeding factors described in ex-post evaluation reports for each project was analyzed to examine what factors influence the emergence of outcomes. As a result, it was pointed out that "consistency between the needs of the beneficiaries and the cooperation sector" and "appropriate allocation of experts and counterparts" could be important promoting factors, and "inconsistency with the policy of the government" and "poor communications within the project and with related organizations" could be major impeding factors.

Furthermore, a comparative analysis of results between terminal evaluations and ex-post evaluations recommended that consistency and continuity among evaluations at each stage should be enhanced. Specifically in terminal evaluation, it is important to make objective value judgments based on solid grounds with ex-post evaluation in mind and draw out concrete and feasible recommendations. It is also important in ex-post evaluation to examine how recommendations and lessons drawn out in terminal evaluation are utilized.

Part 3 Program-level Evaluation

JICA conducts program-level evaluation to examine the effectiveness of JICA's cooperation comprehensively and improve future aid approaches in relation to specific development issues or cooperation modalities. In fiscal 2005, from the viewpoints of an approach for strengthening aid reaching out to people, support for capacity devel-

opment in developing countries, and promotion of partnerships among countries and regions, themes were selected for evaluation. Among them, the Annual Evaluation Report 2006 presents summaries of the following three thematic evaluations.

—Enhancing the Approach for Community- and People-centered Development—

◆ NGO-JICA Joint Evaluation: Thematic Evaluation on Community Participation Approach

(1) Background and Objectives

NGOs and JICA conducted a joint study targeting three ongoing technical cooperation projects in Indonesia, Niger, and Zambia that incorporate the community participation approach. The results of the study are summarized as follows.

(2) Framework of Evaluation

Designating the goal of the community participation approach as community-initiated development, the following eight vital points were drawn out as important perspectives when carrying out its activities effectively, and self-sustainably: (1) decision-making and leadership, (2) management, (3) communication, (4) community resources management, (5) community initiative, (6) collaboration with outsiders, (7) highly-diverse participation, and (8) learning and vision. In order to achieve active participation by the community, the process of the projects was divided into four stages: (1) preparation stage, (2) problem analysis and planning stage, (3) implementation stage, and (4) sustainability stage. Important aspects for the community, counterparts, and donors in each stage were then identified. Finally, based on each of the aspects, approaches taken in each project were analyzed and examined.

(3) Evaluation Results

The result of the comprehensive analysis revealed that: (1) at the preparation stage, active involvement of stakeholders from the community level to the central government level will ensure subsequent sustainability and their ownership; (2) at the problem analysis and planning stage, paying attention to the transparency of decision-making and the level of information-sharing, and the degree of representation of community groups will lead to an awareness of the community, and (3) at the implementation stage, establishment of collaborative relationship among community, counterparts, and JICA experts and community resources management are important. It also turned out that (4) by the sustainability stage, the community is able to solve problems



Evaluation team interviewing local people (Niger)

and negotiate with outsiders by itself after going through previous stages.

(4) Lessons Learned and Recommendations

As lessons learned for more effective implementation of the community participation approach, focus on awareness-raising and organization-building of the community, and increasing capacity of facilitators, and community resources management were drawn out.

—Contribution to Capacity Development in Developing Countries—

◆ Evaluation by Third Party: Thematic Evaluation on Economic Partnership

(1) Background and Objectives

In the late 1980's and thereafter, the promotion of trade and investment was one of the engines of economic growth in Asia. JICA commissioned a third party to evaluate how overall JICA assistance represented by "Trade Training Center" projects in the trade sector in Indonesia, the Philippines, Malaysia, and Thailand from 1980's to now contributed to the process of capacity development in each country.

(2) Framework of Evaluation

As JICA's capacity assessment method is still under consideration, this evaluation study adopted a social capacity assessment (SCA) method that has been developed by the 21st century COE Program of Hiroshima University to analyze capacity development (CD) in the targeted countries. SCA consists of actor-factor analysis that analyzes social capacity using a matrix of actors and factors, as well a development stage analysis that classifies the transition of capacity development stages into the system-making stage, the system-working stage, and the self-management stage based on the results of the actor-factor analysis.

(3) Evaluation Results

As a result of the evaluation of the four countries, actor-factor analysis showed a difference between the Indonesia-Philippines group and the other group in the government sector in terms of development of basic laws and regulations, establishment of export-promoting organizations, and consolidation of trade-related information. In the business sector, the difference in progress between the Philippines and three other countries emerged in terms of labor productivity and quantitative and qualitative human resources in the manufacturing industry. The result of the development stage analysis presented that Malaysia and Thailand are in transition from the system-working stage to the self-management stage while Indonesia and the Philippines still remain at the final phase of the system-making stage.

Based on the SCA results, the effectiveness of JICA's assistance was analyzed. The result showed that all four countries have improved their capacity factors and thus it can be said that JICA's cooperation has played a role as a promoting factor. However, the analysis results also suggest that while aid input corresponded with the level of social capacity in Indonesia and Thailand, and Malaysia's social capacity increased significantly in spite of the relatively small amount of aid input, substantial contribution of aid was not observed in the Philippines compared to the other three countries. Furthermore, the results of the analysis suggest that aid was provided according to the

development of social capacity in Malaysia and Thailand while various cooperation projects were implemented simultaneously to help achieve a transition to the system-working stage in Indonesia and the Philippines.

(4) Lessons Learned and Recommendations

Based on these evaluation results, three major lessons learned were extracted: (1) development assistance's timing, quantity, quality, and sequence need to be fully examined in line with the development stages when formulating programs; (2) assistance to the private sector needs to be further strengthened; and (3) in order to share the experiences in the four countries with other countries, South-South cooperation is important.



Distance training for local areas
(Regional Export Training and Promotion Centers in Indonesia)

—Enhancement of International/Regional Partnership—

◆ Evaluation by Third Party: Thematic Evaluation on South-South Cooperation

(1) Background and Objectives

The evaluation study examined the positioning and effects of JICA's past assistance for South-South Cooperation (SSC) in the implementing countries and recipient countries for each region of Asia, Latin America, and Africa in order to extract recommendations for improving future SSC. This evaluation was conducted as an evaluation by a third party.

(2) Evaluation Results

With regard to the positioning in implementing countries and recipient countries, third-country group training tended to be conducted in a cooperation framework of Japan and the implementing country, and strategic positioning on the recipient country side was not always clear in many cases. On the other hand, assistance utilizing the resources in the neighboring countries under contract basis as part of Japan's technical cooperation project, which is increasingly being applied, enables SSC to meet the needs of the recipient country.

The results of the analysis on regional characteristics were as follows. In Asia, opinions requesting the establishment of more equal partnerships were raised by implementing countries. From the perspective of enhancing the response to the needs of recipient countries, the JICA-ASEAN Regional Cooperation Meeting (JARCOM) was established as a mechanism to appropriately match the resources

of implementing countries with the needs of recipient countries, and contract-based third-country training programs have increased. In Latin America, backed up by their own initiative for regional cooperation, JICA's support for SSC has generally achieved high outcomes, and cooperation specially focused on support for emerging donors is also implemented. In Africa, implementing countries and recipient countries are determined so that the advantage of each implementing agency can be effectively utilized.

In terms of capacity development in recipient countries, effects were generated on an individual level in most cases, whereas the degree of the emergence on the organizational level varies depending on the case. In recent years, support for SSC has been increasingly implemented as an input element of a technical cooperation project in order to produce effects beyond the organizational level. Also, effects specific to support for SSC included expansion of aid resources through the capacity development of the implementing country as a donor, promotion of mutual cooperation for solving issues common to the region, and facilitation of transfer of proper technology in line with local situations. Furthermore, cost-effective cooperation with low input costs utilizing the neighboring countries' resources is possible.

(3) Lessons Learned and Recommendations

Based on the above analysis results, it was recommended that (1) formulation and implementation of projects in line with needs and actual situations of recipient countries should be promoted by clarifying the positioning of SSC in the development strategies of recipient countries; (2) partnerships with implementing countries should be enhanced by matching their aid policies and accumulating and sharing resource information; and (3) a mechanism and a system that encourage information exchange among concerned organizations should be established so that the needs of recipient countries are matched with the resources of implementing countries.



Training participants from neighboring countries in a third-country training program held in Kenya

Part 4 Secondary Evaluation by the Advisory Committee on Evaluation

◆ Results of Secondary Evaluation Fiscal 2006

In order to increase the transparency and objectivity of evaluation, JICA has introduced secondary evaluation, in which the Advisory Committee on Evaluation checks the results of individual project evaluations conducted by JICA as internal evaluations. In fiscal 2006, 45 projects' terminal evaluations (primary evaluation) conducted by JICA

in fiscal 2004 and 2005 were examined in terms of quality of terminal evaluations and quality of project based on the reports. In addition, in order to verify the effectiveness of secondary evaluation, some members of the Advisory Committee on Evaluation actually visited the sites of the projects subject to terminal evaluation as a new attempt.

The quality of terminal evaluation was examined based on nine criteria, such as data collection, analysis, recommendations and lessons learned. As a result, though all the criteria reached a certain level, the viewpoints under the evaluation framework, including evaluation team composition and level of counterpart participation, did not reach medium on the grading scale, which shows that improvements for some viewpoints were needed. For the year-to-year analysis, an improvement in evaluation quality was observed when comparing the secondary evaluation results of fiscal 2004 and 2005 with those of 2003. Compared with those conducted by the headquarters, terminal evaluations conducted by overseas offices tend to be lower in quality, requiring continuous efforts to improve the evaluation capacity of JICA as a whole.

In terms of the evaluation on project quality, a certain level was secured in all the DAC's five evaluation criteria, namely, relevance, effectiveness, efficiency, impact, and sustainability. However, "cost-effectiveness," a viewpoint in the evaluation criteria of "efficiency," was rated relatively low.

◆ Field Studies Conducted by the Advisory Committee on Evaluation

The results of field studies conducted by members of the Advisory Committee on Evaluation were compared with those of the evaluation conducted by JICA (primary evaluation) and those of the evaluation conducted by external experts (secondary evaluation). As a result, both primary evaluation and secondary evaluation turned out to be appropriate overall. However, it was pointed out that the contents and description style of terminal evaluations that summarizes project activities require further improvement.

—In Response to Secondary Evaluation Results—

JICA has revised evaluation guidelines and promoted the sharing of good practices based on results of secondary evaluation. In order to increase overall quality of its evaluation, JICA will continue to improve the quality of evaluation and cooperation through evaluation training for staff in both the headquarters and overseas offices and the development of manuals for implementing evaluation.

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The report can be downloaded from the following page.

<http://www.jica.go.jp/english/evaluation/index.html>