

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

JICA's project evaluation is carried out at each stage of the project cycle in order to assess the relevance and effectiveness of a project as objectively as possible and to implement better projects.

The objectives of evaluation are to utilize evaluation results in a decision-making process for project management, to feed lessons learned from evaluation back into the learning process of the aid organizations concerned, and to disclose evaluation results to the public to ensure transparency and accountability of JICA's operation. Thus, JICA intends to gain public support and understanding in Japan in implementing effective and efficient cooper-

ation.

(2) Types of Evaluation

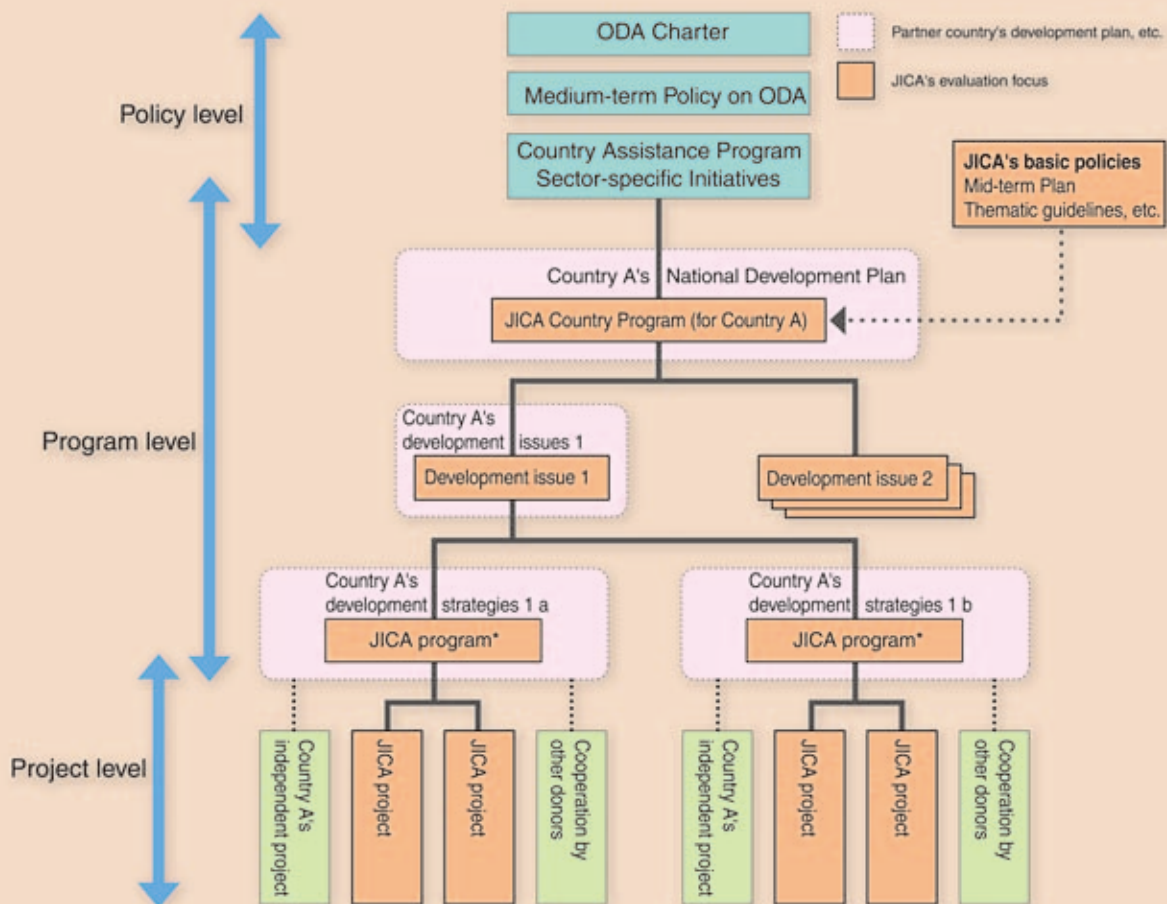
Project evaluation can be categorized from the perspectives of what to evaluate, when to evaluate, and who evaluates. In other words, JICA's project evaluations are classified in terms of evaluation focus, project cycle, and evaluators.

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 con-

Figure 1-1 ODA System and JICA's Evaluation



* JICA program is defined as a strategic frameworks to support the achievement of mid- and long-term development goals in a developing country. The details of JICA program evaluation are provided in Chapter 3, Part 1 of this report.

ducted by JICA's departments and overseas offices responsible for project implementation. Using the evaluation results, JICA works to plan and revise projects, make decisions on whether to complete or continue cooperation, draw out lessons for similar projects, and secure transparency and accountability.

Program-level evaluation evaluates a set of projects in a comprehensive and cross-sectional manner. It examines 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*. Meanwhile on a trial basis starting in fiscal 2005, JICA evaluates JICA program, which was introduced to promote more strategic implementation of projects**. These evaluation results are used for improving JICA Country Programs and thematic guidelines, modifying JICA programs for effective and more strategic program implementation, formulating new projects, and revising planning and management of on-going projects.

2) Evaluation within the Project Cycle

Project-level evaluations are classified into four types from

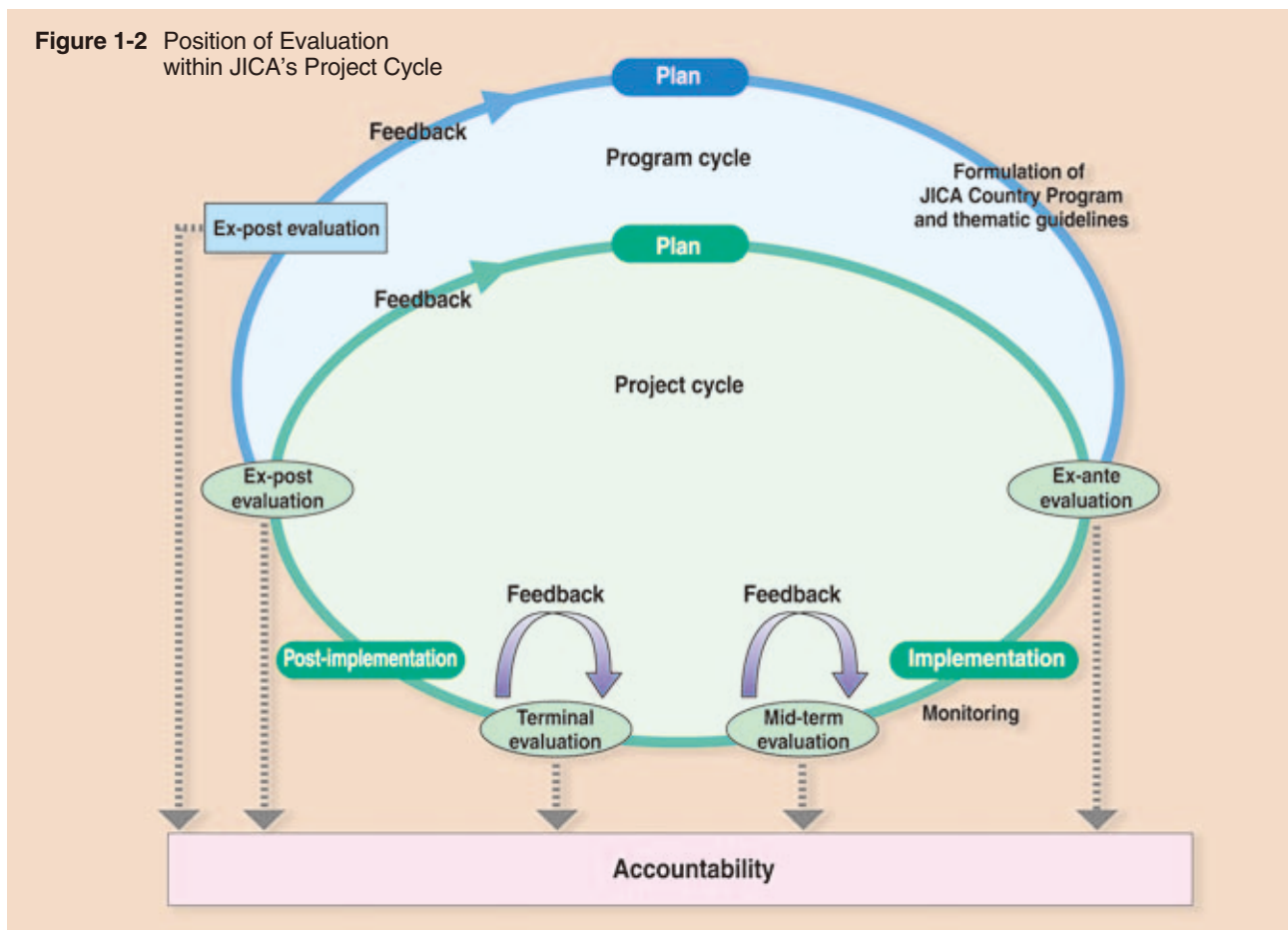
the perspective of when to evaluate: ex-ante, mid-term, terminal, and ex-post evaluations, which correspond to four stages in the project cycle (Figure 1-2).

a. Ex-ante evaluation

The ex-ante evaluation is carried out prior to the implementation of a project to check conformity with development policies of the partner country, Japan's aid policy, 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 in order to evaluate it 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.



* The detailed results of program-level evaluations, conducted by the office of Evaluation of the Planning and coordination Department of JICA, are provided in Part 3 of this report.

** The details are provided in Chapter 3, Part 1 of this report.

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 the achievement level of the overall goal, the presence of ripple effects, and sustainability of the effects at which the project was aimed. 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.

Program-level evaluations are also included in ex-post evaluations. The evaluation results 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, in order to collect information necessary for project management and revision. JICA also consults third parties (academics, journalists, NGOs, etc.) with expertise in development assistance and familiarity with JICA's undertakings and has them review internal evaluation results in order to assure transparency and objectivity of internal evaluation*.

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 third party reviews as described in a. using external evaluators.

c. Joint evaluation

This evaluation is conducted in collaboration with organiza-

tions in partner countries or with other donors. Joint evaluation with partner countries is effective for sharing the results of effects and issues about projects. It also contributes to learning evaluation methods and improving the 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 judgements have 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 evaluated project.

Project-level 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 Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD). (Table 1-1)

* Fiscal 2006 secondary evaluation results by the Advisory Committee on Evaluation are provided in Part 4 of the report.

** JICA's project evaluation methods are explained in detail in the "JICA Evaluation Handbook: Practical Methods for Evaluation" (JICA, March 2004). These guidelines are available on the Evaluation page on JICA's website (<http://www.jica.go.jp/>).

3) Drawing Recommendations and Lessons for Feedback

Based on the results of an evaluation study, recommendations should be proposed on specific actions for the project stakeholders, and lessons should also be formulated to provide information for future projects. Evaluation results are reported to those involved in the project and disclosed publicly. 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.

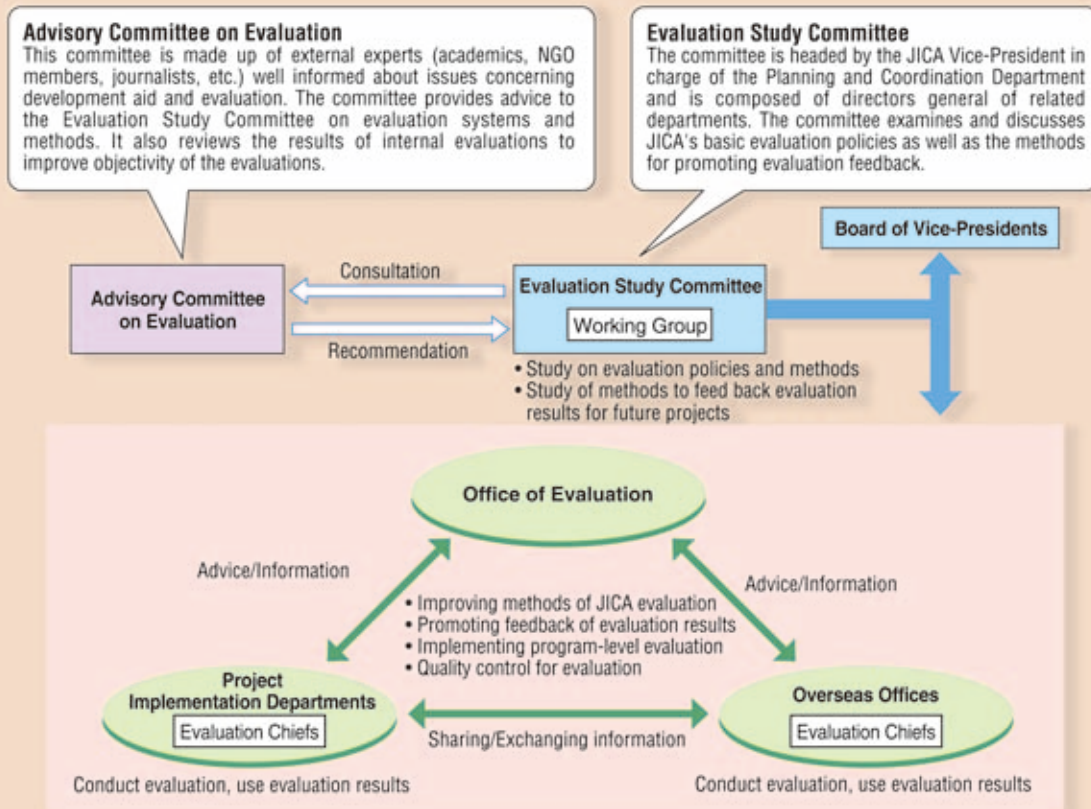
(4) Evaluation System

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 integrity and necessity; whether the project purpose meets the needs of the intended beneficiaries; whether it is consistent with the partner country's policies and Japan's aid policies; and whether the project approach is appropriate.
Effectiveness	"Effectiveness" questions whether the project purpose has been achieved to benefit the beneficiaries and target societies.
Efficiency	"Efficiency" questions whether input resources have been utilized effectively, mainly by focusing on the relationship between the costs and outputs.
Impact	"Impact" questions long-term effects and ripple effects brought by the implementation of a project, including the achievement level of the overall goal and unintended positive and negative effects.
Sustainability	"Sustainability" questions whether the effects achieved in the project are sustained even after the completion of cooperation.

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 activities 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 various efforts in order to operate effective and efficient projects, as well as execute accountability. In particular, in fiscal 2005, the authority for project management was largely delegated to overseas offices, and a new system in which overseas offices can implement projects on their own initiative was introduced. In addition, the program approach that combines cooperation projects strategically was enhanced.

As part of such efforts, JICA has worked to expand evaluation as follows.

◆ 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 in relation to evaluation 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 activities

JICA has various cooperation modalities other than Technical Cooperation Projects, including the Disaster Relief Program and the Volunteer Program. Since those modalities are different from Technical Cooperation Projects in nature, the same evaluation method cannot be applied. Accordingly, starting with the development of evaluation methods that suit the character and implementation procedure of each modality, JICA has made efforts to introduce systematic evaluations. Other efforts have been made for the development and improvement of evaluation methods to make evaluation more useful. Included are the introduction of program evaluation 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 secure transparency and objectivity in evaluation, outside views are critical. Accordingly, JICA promotes evaluation by third parties by involving more external experts in evaluation

study. On the other hand, project evaluation is generally conducted by JICA as internal evaluation. Internal evaluation has merits; for example, evaluation based on accurate understanding of actual situations 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, the Advisory Committee on Evaluation has conducted secondary evaluation, paying attention to ensuring transparency and objectivity in the results of internal evaluation. Additionally, JICA discloses the results of evaluation by third parties in a timely manner by uploading the reports to its website and including them in its 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, JICA has been working to establish a consistent evaluation system from the ex-ante to ex-post stage. Since the introduction of ex-ante evaluation in fiscal 2001, JICA has come to examine the needs and adequacy of the project plan 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 sustained and long-term and indirect effects have been generated 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**.

As a result of the establishment of such an evaluation system, it is possible to monitor and evaluate 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. At the same time, JICA continues its efforts to implement cooperation projects more effectively by analyzing contributing and inhibiting factors to the achievement of the expected outcomes and reviewing project plans and improve project management.

As part of the establishment of such a system, the JICA Evaluation Handbook: Practical Methods for Evaluation, which was revised in fiscal 2003, included detailed explanations for easy on-site application in evaluations at each stage, from ex-ante to ex-post. Also, for proper monitoring and evaluation of projects, methods for selecting outcome indicators to measure the achievement of outcomes was compiled into the Handbook for Selecting Outcome Indicators: A Guide to Practical Evaluation of Technical Cooperation in fiscal 2005.

2) Improving Evaluation Capacity

Along with the introduction of a consistent evaluation system

* 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."

from the ex-ante to ex-post stage and the expansion of evaluation 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, the operation system in which overseas offices can independently implement projects was established in fiscal 2005 by largely delegating authorities regarding project operation to overseas offices. Meanwhile, overseas offices have come to conduct evaluation consistently from the ex-ante to ex-post stages, requiring further improvement of the evaluation capacity of overseas offices.

From the viewpoint of using evaluation results for project implementation, 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 this new system, evaluation chiefs are assigned to manage the quality of evaluations and promote effective feedback of evaluation results in each project implementation department. JICA provides these evaluation chiefs with practical training and case studies (BOX 1). Now a system has been established in which evaluation chiefs at each office play key roles in securing evaluation quality, especially when overseas offices conduct evaluation.

In the ex-post evaluation system for individual projects introduced in fiscal 2002, as a rule, overseas offices are in charge of conducting ex-post evaluation. When overseas offices conduct ex-post evaluation for the first time, local seminars are held to improve the local evaluation capacity and disseminate the evaluation methodology. As a result of these efforts, approximately 80% of all the overseas offices had conducted ex-post evaluation for individual projects by fiscal 2005, a big increase compared to the time when the system was introduced.

In parallel with these efforts, teaching materials and docu-

ments have been developed to strengthen the evaluation capacity of overseas offices. The guidelines have been translated into various languages, and materials for distance training have been developed. These materials are continuously uploaded 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 by 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 also 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 surrounding the use of evaluation results as well as identify tasks for promoting feedback. As a result, the following tasks for promoting 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 to 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 user-friendly lessons and recommendations were drawn out from



1 Evaluation Chief Training—For Improvement of JICA's Evaluation Capacity

The Office of Evaluation has provided training to evaluation chiefs assigned to each project implementation department in order to improve evaluation quality and promote the feedback of evaluation results in each department by providing information about new evaluation efforts and evaluation methods and improving their evaluation capacity. In fiscal 2004, 84 evaluation chiefs at JICA headquarters completed the evaluation chief training. The training was also deliv-

ered to 10 overseas offices via video conferencing systems.

As the number of evaluations conducted independently by overseas offices has increased in recent years, following the trend of enhancing the authority of overseas offices, various special efforts have been made to improve the capacity of evaluation chiefs at overseas offices. For example, JICA is planning distance training programs for overseas offices via video conferencing facilities. The pro-

grams include an explanation of project evaluation methodology and supervision using the JICA Evaluation Handbook, and the concepts about setting evaluation indicators and clear outcomes using the Handbook for Selecting Outcome Indicators. A practical workshop is also included for evaluation supervision and the formulation of ex-ante evaluation tables using the examples of past projects.

* 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/>).

evaluation results in the past to be compiled as a database. 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. JICA also carried out a synthesis study by sector and issue to extract user-friendly systematic lessons and a synthesis study of ex-post evaluation of individual projects to extract lessons for implementation of projects with sustainable effects*. In addition, the lessons learned from the evaluation results of past projects were reflected in a Thematic Guideline in which the cooperation direction and important points for JICA activities in relation to major development issues are systematically compiled. 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. At the same time, good practices utilizing evaluation results for project improvement were shared to increase incentives for using evaluation results within the organization.

In this way, JICA has been making various efforts so that many persons in charge can actively utilize the evaluation results to improve their operation.

(3) Evaluation Covering Various Activities

1) Introduction of Evaluation to Various Activities

JICA has various cooperation modalities other than Technical Cooperation Projects and Development Studies in developing countries. For example, the Disaster Relief Program provides personnel assistance and emergency relief supplies in the wake of major natural disasters overseas; and the Volunteer Program aims to promote mutual understanding through public participation in international cooperation. Due to differences in nature, it is difficult to apply the evaluation method for Technical Cooperation Projects to these modalities as it is. Accordingly, JICA has worked to introduce systematic evaluation, including development of evaluation methods that suit the natures of the modalities and operational characteristics.

Japan Disaster Relief Teams under the Disaster Relief Program are comprised of three teams. The rescue team mainly searches for missing people, rescues victims, and provides first aid. The medical team provides or assists in medical treatment. And the expert team provides technical guidance on the best way to prevent the spread of the disaster. Specific evaluation guidelines have been established for the Disaster Relief Program with consideration given to the peculiarities and assistance forms of the



2 Introduction of Evaluation to Various Activities—Volunteer Program

Following the introduction of evaluation in the Volunteer Program, JICA has been conducting a questionnaire survey targeting various people involved in the program since fiscal 2004. The results were compiled as the mid-term report in April 2006, which is available on JICA's website. (<http://www.jica.go.jp/>)

[Questionnaire Target]

- Volunteers dispatched to developing countries
- Host organizations in developing countries where volunteers are dispatched (supervisors and colleagues of volunteers, etc.)
- People indirectly benefiting from volunteer's activities in developing countries (beneficiaries)
- Families and colleagues in Japan who receive information from volunteers
- Repatriated volunteers in Japan

[Results summary of the survey]

The questionnaire survey results were analyzed from the following three viewpoints of evaluation: (1) contribution to social and economic development and reconstruction in developing countries; (2) promotion of friendly relations and

mutual understanding between Japan and developing countries; and (3) sharing of volunteer experiences with society. Findings are as follows.

(1) Contribution to social and economic development and reconstruction in developing countries

Host organizations where volunteers are dispatched and beneficiaries rated generally high on this point. The keys to successful activities chosen by host organizations, beneficiaries, and volunteers most often were "amicable relationships" and "adaptation to the local culture and customs." And the most highly rated impact derived from activities was the successful transfer of Japanese working attitude and perspective to those concerned rather than technical improvement.

(2) Promotion of friendly relations and mutual understanding between Japan and developing countries

"Japanese attitude toward work and duties," "Japanese lifestyle and way of life" and "Japanese technology and systems" were rated highest, respectively, as the points where understanding was best facilitated in developing countries. It was also found that many families and

colleagues in Japan understood more about the countries where volunteers were dispatched, and also became interested in the volunteer activities themselves through the information sent by the volunteers.

(3) Sharing of volunteer experiences with society

While many volunteers evaluated that they became more positive by participating in the Volunteer Program, only 60% felt that participation in the volunteer program contributed to their own technical improvement or affected their career opportunities. Nearly 90% of repatriated volunteers participated in activities to introduce their experiences in developing countries and international cooperation to the public after their return to Japan. It turns out that many repatriated volunteers are sharing their experiences with society.

In the future, JICA will carry out questionnaire surveys targeting aid-recipient organizations in developing countries and the Japanese public, and promote synthesis analysis by compiling past survey results.

* The detailed study results are provided in Chapter 2, Part 2 of this report.

emergency response program. The evaluation method for the rescue and medical teams was established in fiscal 2002 and developed into the Japan Disaster Relief Team Evaluation Guidelines: STOP the Pain*. And the Japan Disaster Relief Expert Team Evaluation Guidelines: LOCK the Pain (to lock out the pain of victims of disaster) was developed in fiscal 2003 by examining the evaluation method for the expert team**. Based on these evaluation guidelines, evaluations on emergency assistance activities have been conducted since fiscal 2004 in the wake of many major disasters such as the Iran earthquake, the Sumatra earthquake and Indian Ocean tsunami, and the earthquake on the island of Nias, Indonesia. In addition, third-party evaluation by experts is in progress for the earthquake that struck Pakistan in October 2005.

Meanwhile, JICA started to develop evaluation methods for the Volunteer Program after clarifying the characteristics of the program starting in fiscal 2002. The Volunteer Program is evaluated from three viewpoints as it has three objectives, namely, contributions to social and economic development and reconstruction in developing countries, promotion of friendly relations and mutual understanding between Japan and developing countries, and sharing volunteer experiences with society back in Japan. Accordingly, projects are evaluated from these viewpoints. Based on this framework, evaluation was introduced to the Volunteer Program in fiscal 2004 and mid-term report was completed in April 2006 (BOX 2). Using the same framework, a synthesis study on the cooperation effects of the Japan Overseas Cooperation Volunteers (JOCV) Program in the past 10 years in

Malawi, Vanuatu, and Honduras was carried out as a thematic evaluation in fiscal 2005.

2) Examination of Methodology of Participatory Evaluation

Recently, based on the perspective of human security, more JICA projects have adopted the cooperation approach for assistance reaching local people directly. In this regard, it is critical to involve the targeted community in order to provide effective project implementation. Appropriate evaluation methods for this approach also have to be examined in order to identify measures for implementing effective projects.

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 (Table 1-2). It has been examining evaluation methods suitable for grassroots cooperation that directly reaches local communities (BOX 3). In fiscal 2005, the subcommittee presented appropriate viewpoints when evaluating projects adopting a community participation approach and drew out lessons learned for effective project implementation through evaluation***.

In fiscal 2006, Thematic Evaluation on Community Participation (Phase 2) is being carried out, assessing activities of both NGOs and JICA using these viewpoints based on the characteristics of both cooperations. It aims to suggest more effective evaluation methods by further examining and improving the evaluation viewpoints in order to feed back the evaluation results of

BOX

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

Thematic evaluation on Community Participation (fiscal 2005) targets cases of JICA's Technical Cooperation Projects that adopt a community participatory approach. In order to identify specific activities in each project and viewpoints required when evaluating these projects, lessons for more effective projects were drawn out.

The evaluation seminar for the evaluation study was conducted in May 2006. The evaluation results were reported to the general public (part I) and a panel discussion was held with the participation of external experts regarding issues and recommendations for more effective project implementation adopting the community participatory approach (part II). Approximately 120 people from

NGOs and universities, including development consultancy firms and students, participated in this seminar and held active discussions.

In the seminar, a question was raised about the differences between the community participatory approaches of NGO and JICA, and opinions were expressed that there are various differences such as the positioning of local residents, period of intervening communities, selection of target countries and areas, and utilization of local resources (in-house resources). With regard to a question about what the respective strengths of NGO cooperation and JICA cooperation are, an NGO panelist pointed out that NGOs can provide mid- and long-term cooperation by understanding

the needs of citizens more closely, while JICA explained that they have a greater advantage in enhancing the collaboration between the administration and communities and spreading cooperation effects widely. A suggestion was made that the NGO-JICA partnership should be enhanced by utilizing both characteristics in the future.



Evaluation seminar

* STOP stands for the four evaluation criteria: Speed, Target groups, Operation and Presence.

** LOCK stands for the four evaluations criteria, Lead, Operate, Contribute, and Known, which emerged after taking into account the differences between rescue and medical teams.

***The summary of study results are provided in Chapter 1, Part 3 of this report.

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

NGO	
Atsuko Isoda	Japan International Volunteer Center/Kagawa Nutrition University
Toshio Shirahata	SHAPLA NEER=Citizens' Committee in Japan for Overseas Support
Shunsuke Suzuki	AMDA
Hiroshi Tanaka	The Institute for Himalayan Conservation
Toyokazu Nakata	i-i-network, Research and Action for Community Governance
Makoto Nagahata	Kansai NGO Council
Kazushi Hojo	Aspiring Citizens for Community Empowerment with Sunny Smile (ACCE)
Yoshie Muramatsu	CARE International Japan
JICA	
Kazunori Miura	Office of Evaluation, Planning and Coordination Department
Akihisa Tanaka	Office of Evaluation, Planning and Coordination Department
Rina Hirai	Office of Evaluation, Planning and Coordination Department
Yuichi Ichikawa	Office of Evaluation, Planning and Coordination Department
Yoshiharu Yoneyama	Administration Team, Regional Department I (Southeast Asia)
Makiko Iwasaki	Administration Team, Regional Department I (Southeast Asia)
Fumio Imai	Office of Citizen Participation, Training Affairs and Citizen Participation Department
Yuko Katsuno	Office of Citizen Participation, Training Affairs and Citizen Participation Department

(As of October 2006)

community participatory projects to the planning and implementation of similar projects in the future cooperation programs.

3) Introduction of JICA Program Evaluation

JICA is working to strengthen its program approach, which strategically combines projects across modalities or sectors to further raise the effects of cooperation in solving problems in developing countries. In concrete terms, planning and budget control in the program unit have been introduced, thus upgrading project management systems with programs in mind.

As a part of such efforts, in order to develop methods when evaluating JICA programs, JICA has introduced a program evaluation method* that incorporates the following three points, based on JICA's country program evaluation and research into methods of major donor agencies.

- In order to evaluate the relevance of cooperation as a means to raise effects for solving problems, not only consistency of the partner country's strategy with JICA's program, but also the priority and positioning in the strategy of the partner country are examined.
- In evaluating a JICA program, consistency and relations among constituent elements of the program are examined with a focus on its strategic characteristics as well as accumulation of individual project implementation.
- Evaluation is made using the concept of "contribution" based on cooperation and collaboration among the partner country, Japan, and other donor countries and agencies.

From fiscal 2005 to 2006, a series of program evaluations on the basic education program in Honduras, education programs in Viet Nam and Malawi were carried out as a trial, working on further improvement of the method. In fiscal 2006, four JICA programs are being evaluated as part of continuous efforts to introduce the program evaluation.

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 joint evaluations with other donor countries and international



4 Partnership with Other Aid Agencies in Evaluation —Japan Bank for International Cooperation (JBIC)

JICA and the Japan Bank for International Cooperation (JBIC) have been examining the possibilities of partnership in various schemes for the facilitation of further outcomes at each stage of the project cycle. Based on the findings, efforts are being made for the embodiment of the partnership.

Amid such trends, program evaluation on a Regional Development Program for South Sulawesi Province in Indonesia, which JICA conducted in fis-

cal 2006, aims to verify the impact of JICA's technical cooperation in rural development in the target area, including coordination effects with ODA Loan Program, as much as possible instead of focusing on only JICA's technical cooperation, and to obtain recommendations for this program in the future.

On the other hand, the JBIC evaluation on the promotion of impact of ODA Loan projects in collaboration with JICA, which was conducted in fiscal 2006,

extracts the examples of good practice in the ODA Loan Program as well as the effects of partnership with JICA programs such as development study, technical cooperation projects, and dispatch of experts on the yen-loan program. The lessons learned and recommendations for more effective partnership policies and methods are also compiled**.

Through such partnerships, JICA and JBIC will promote efficient and effective project implementation.

* The details are provided in Chapter 3, Part 1 of this report.

** See Evaluation Report on ODA Loan Projects 2006 (Japan Bank for International Cooperation) for the summary of evaluation results.

agencies, such as Canada-Japan Joint Peace-building Learning Project with CIDA and Population and Health sector in the Philippines under JICA/USAID Collaboration, Joint Evaluation of External Support to Basic Education in Developing Countries, which was comprised of the members of the evaluation network of OECD-DAC (Organisation for Economic Co-operation 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 the promotion of aid coordination (BOX 4).

(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 (Table 1-3), which included external experts from universities, NGOs, and international organizations. The committee has provided JICA with a broad range of recommendations and proposals to enhance evaluation systems, evaluate new target schemes, and improve methods for feeding back and disclosing 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. In fiscal 2006, field surveys were conducted by the Advisory Committee on Evaluations for projects subjected to secondary evaluation in the past in order to verify the appropriateness of the results of the secondary evaluation as well as to examine what needs to be improved in JICA's project evaluations*.

Taking these recommendations from the Advisory Committee on Evaluation as mentioned above into account, JICA has made various efforts to improve and expand project evaluations.

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 program-level ex-post evaluations such as thematic evaluation in the sectors or issues requiring



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

Atsuko Isoda:

Vice-President, Japan International Volunteer Center; Professor, Faculty of Nutrition, Kagawa Nutrition University

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) (until June 2006)

Kaoru Hayashi:

Professor, Faculty of International Studies, Bunkyo University

Kanji Hayashi:

Manager, Asia Group, International Cooperation Group, International Economic Affairs Bureau II, Nippon Keidanren (Japan Business Federation) (since June 2006)

Koichi Miyoshi:

Professor, Graduate School of Asia Pacific Studies, Ritsumeikan Asia Pacific University

high specialty are entrusted to external organizations such as universities, research institutes, academic societies, private consultancy firms, and NGOs inside and outside of Japan, which are extensively familiar with the area or issue concerned. In fiscal 2005, thematic evaluations on Economic Partnership and South-South Cooperation were contracted out to external organizations**.

In addition to primary evaluation by third parties, JICA actively promotes secondary evaluations of internal evaluation conducted by JICA in order to secure objectivity based on external viewpoints. JICA carries out secondary evaluation by the

* The detailed study results are provided in Chapters 2, Part 4 of this report.

** The detailed study results are provided in Chapters 2 and 3, Part 3 of this report.

Advisory Committee on Evaluation every year as described in the above 1). Additionally, external experts in developing countries conduct secondary evaluation on the reports of project-level ex-post evaluation prepared by overseas offices and make comments regarding the quality of evaluation (BOX 5). And for program-level ex-post evaluation 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 program-level evaluations such as thematic evaluations since fiscal 2003.

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 evaluation training textbooks that have been posted alongside the above items. The monthly average access

number visiting the evaluation page of the website in fiscal 2005 was 2,500 for the Japanese site and 1,700 for the English site.

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, and receives opinions from participants as well.

In fiscal 2005, open seminars for the Thematic Evaluation on Economic Partnership, the Thematic Evaluation on Volunteer Program, and the Synthesis Study of Evaluation in Higher Education were held in Japan. A wide variety of participants, including aid-related parties, scholars from universities and research institutes, consultants, and NGO staff, held active discussions at these seminars. In addition, local seminars were held in the four evaluation target ASEAN countries (Indonesia, Thailand, the Philippines, and Malaysia) on the Thematic Evaluation on Economic Partnership, thus providing feedback of the evaluation results to approximately 180 participants from developing countries and the aid-related parties. As part of an additional effort, the summary of each evaluation results summary (flier) was developed and published along with the report. The summary was distributed to a wide variety of people at seminars and other opportunities.

JICA continuously strives to disclose evaluation results in a fast and easily understandable manner.

Box

5

Secondary Evaluation by External Experts

Ex-post evaluations conducted in fiscal 2005 went through third-party reviews by external experts, called secondary evaluation, as in previous years. For example, the ex-post evaluation of the project on the Research Center for Communication and Information Technology (ReCCIT), King Mongkut's Institute of Technology, Ladkrabang (KMITL), the Kingdom of Thailand, which was conducted by JICA Thailand office, was contracted out as a secondary evaluation to experienced local scholars. As a result, comments such as the following were obtained.

[External experts]

Dr. Kanokkan Anukansai, Lecturer at National Institute of Development

Administration (NIDA), Thailand and Burapha University

[Summary results of secondary evaluation]

This evaluation produced interesting results but some critical questions remain. Some parts of the evaluation results require more elaboration and more information.

◆ Unanticipated positive impact, shown in the report, successfully described how the ReCCIT's roles and capabilities have been recognized by both domestic and international communities. In addition, the question of quality of the graduates needs to be raised and answered. Are their qualities acceptable to the telecommunications industry? Do the knowledge and skills

they acquired in the ReCCIT fit the needs of their positions? Have the clients been satisfied with the quality of consultancy service of the ReCCIT?

◆ If we assume that Thai universities are being transformed into autonomous bodies, about 90% of the project budget is from external sources. More details about the expenses should be given in order to shed light on how the ReCCIT budget has been utilized, mostly for personnel remuneration and salary or for equipment or future investment for the institution. The expense structure will reveal the circumstances of financial sustainability.