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 further improve it. More precisely, the evaluation is conducted for the following three purposes: (1) feeding back evaluation results to the decision-making process for use in project management, (2) utilizing the lessons learned from evaluation results to assist the learning process of the aid organizations concerned, and (3) disclosing information related to the effectiveness and processes of JICA's cooperation projects both domestically and internationally to secure project transparency and accountability. By utilizing the evaluation results and gaining public understanding and support for its projects, JICA is committed to providing more effective and efficient cooperation.

(2) Types of Evaluation

Here, JICA's project evaluations are explained as being categorized in terms of "what to evaluate" (the evaluation focus), "when to evaluate" (the evaluation implementation stage), and "who will evaluate" (the evaluator).

1) Evaluation Focus

ODA evaluations can be classified into "project-level," "program-level," and "policy-level" evaluations from the perspective of "what to evaluate." Among these evaluations, JICA conducts project-level and program-level evaluations (Figure 1-1).

The project-level evaluation covers individual projects. The results are fed back for formulating or reviewing projects and deciding whether a project should be completed or continued, or utilized as lessons for similar projects. JICA is making efforts to secure project transparency and accountability by disclosing evaluation results.

Figure 1-1 ODA System and JICA's Evaluation
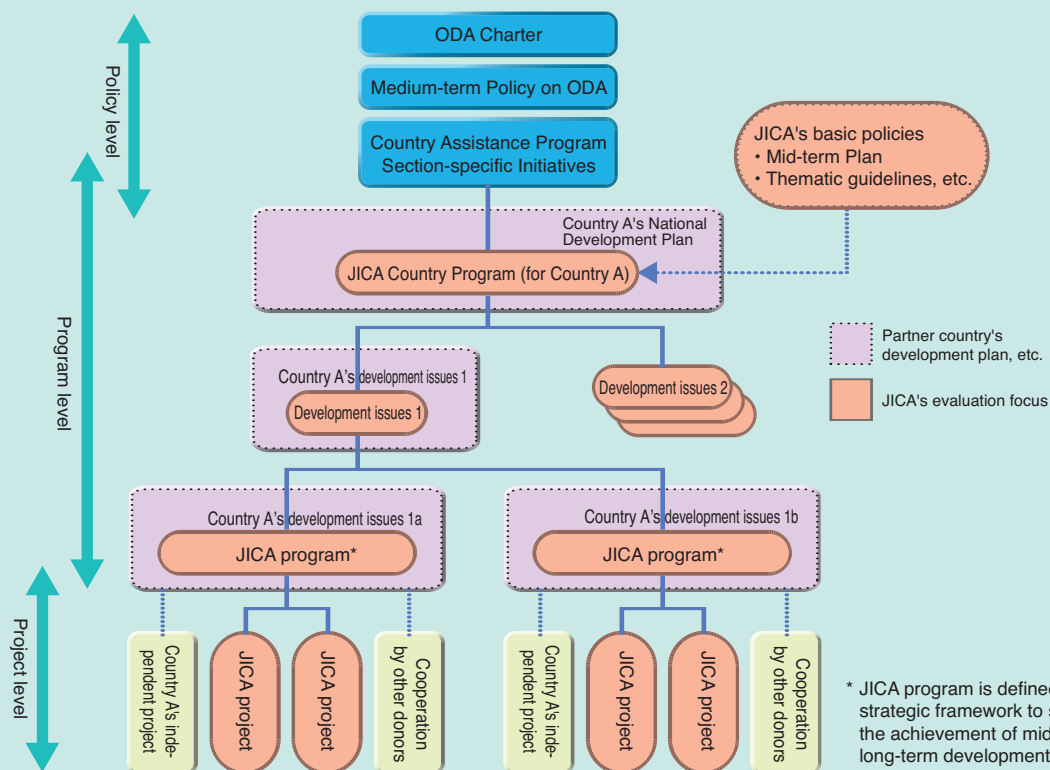
Program-level evaluation evaluates a set of projects related to particular countries or a development issue in a comprehensive and cross-sectional manner, for generalizing items common to the target countries and development issue as much as possible, and drawing out lessons that allow easier feedback. Its evaluation themes include what effects are achieved by JICA's cooperation in particular countries or the consequence of JICA cooperation approaches to specific development areas. Moreover, it is directed at specific cooperation schemes including the Volunteer Program and Disaster Relief Program. These evaluations are conducted by the Office of Evaluation of the Planning and Coordination Department of JICA or other JICA project implementation departments involved with the project. The results of program-level evaluation are not only fed back to the planning and implementation of individual projects, but also utilized for improving cooperation approaches of JICA, for formulation, improvement and effective implementation of JICA Country Programs and thematic guidelines, as part of a further comprehensive effort. Furthermore, given the recent intensified program approaches by JICA, the program-level evaluation implements evaluation on JICA program, combining a number of projects organically and closely, with a clear scenario for achieving the goal of a particular program. In fiscal 2006, JICA conducted evaluation focusing on four programs implemented around the world. The results are described in Part III.

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 conducted 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 comprehensively evaluating the necessity of the project and the relevance of the cooperation scheme. 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 midpoint 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 relevant, focusing on effectiveness, efficiency, and other aspects. 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 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

Figure 1-2 Position of Evaluation within JICA's Project Cycle
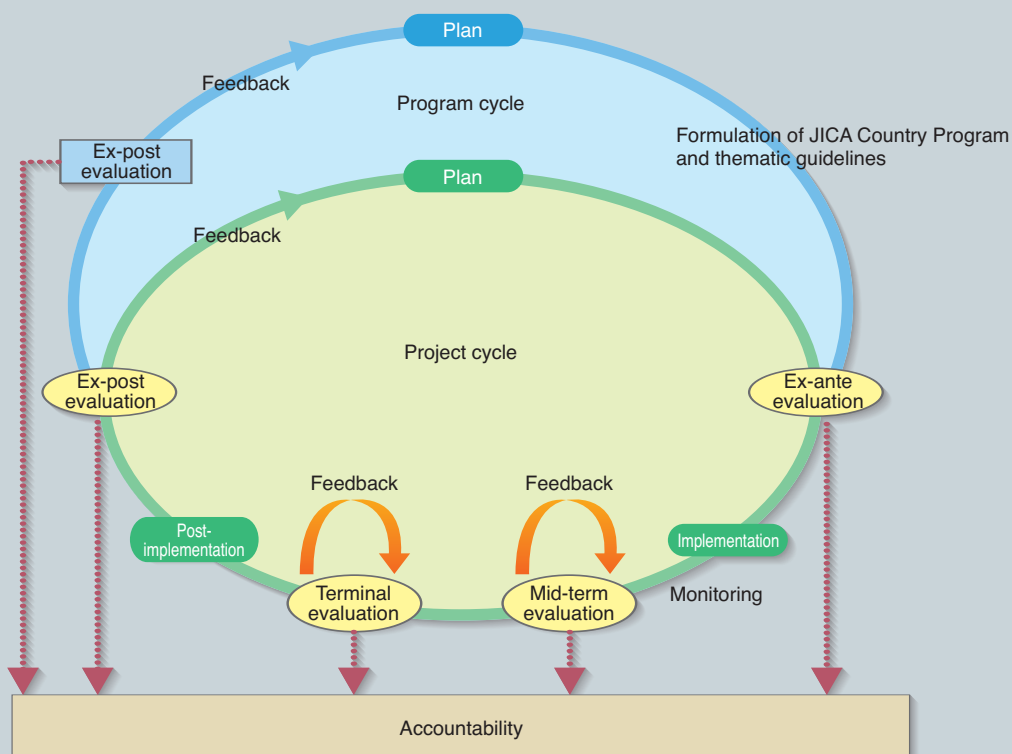
is decided whether to complete the project according to the original plan or whether follow-up is necessary.

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.

The program-level evaluation evaluates and analyzes effects resulting from cooperation among plural projects and their approaches, mainly from an ex-post evaluation standpoint and in a cross-sectional manner, after the projects are completed. However, the evaluation may be occasionally conducted as an ex-ante or mid-term evaluation, to confirm the relevance of programs or review plans.

3) Evaluation by Types of Evaluators

In terms of "who evaluates" (i.e. evaluator), JICA's evaluation is categorized as internal evaluation and external evaluation. There is also a joint evaluation conducted by JICA and external institutions.

a. Evaluation by JICA (internal evaluation)

It is conducted by JICA, which is responsible for project management in cooperation with external experts, such as consultants and academics. Since the internal evaluation is headed by the parties concerned who are well versed in the processes and methods of JICA's operations, there are the advantages of smoothly accessible information necessary for project management and review, and the easy acquisition of specific, practical recommendations and lessons. 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 (= secondary evaluation)[1] in order to assure transparency and objectivity of internal evaluation.

b. Evaluation by third parties (external evaluation)

This is the evaluation entrusted to third parties who are not involved in the planning and implementation of the evaluated project, and who have high expertise in the fields evaluated, specifically external specialists and institutions, such as universities, research institutes, academics and consultants. The external evaluation is intended to secure the quality, transparency, and objectivity of evaluation. External evaluation may be conducted by external experts and third-party organizations in the partner country in addition to those in Japan.

External evaluation in JICA includes cases where external third parties implement thematic evaluation as part of program-level evaluation, and secondary evaluation described in a).

c. Joint evaluation

This evaluation is conducted jointly with the institutions concerned in partner countries in which JICA implements projects and other aid agencies (donors). Joint evaluation with partner countries allows JICA and the partner countries to share an awareness of the effects and issues of JICA's cooperation. Further, it also contributes to enhancing the evaluation and monitoring capacities of partner countries by allowing relevant parties in partner countries to share an evaluation method in the evaluation process. Since all JICA's projects are jointly implemented with partner countries, the project-level evaluation is conducted jointly with partner countries at all stages from project planning to completion. Consequently, these evaluations can be considered to possess the aspects of the JICA-led internal evaluation described in a) and those of joint evaluation conducted with developing countries. The program-level evaluation is also conducted with the participation of relevant parties of the partner countries, and its evaluation results are fed back to those parties through seminars.

The joint evaluation with other donors is considered important along with the advancement of aid coordination in developing countries. It proves helpful in learning about each other's projects and evaluation methods through the evaluation process itself.

(3) Methods of Evaluation

The 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.[2]

When conducting an evaluation, it is important to understand how to utilize its results. This entails verifying the current situation of a project in a systematic and objective manner, and making a convincing judgment about its values based on the results. In addition, it could be said that evaluation results are further utilized by precisely analyzing promoting or inhibiting factors toward the enhancement of effects and smooth implementation of projects, and drawing out recommendations and lessons for future projects.

1) Studying and Understanding the Situation Surrounding the Project

The first step is to examine the project achievements regarding 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 regarding what is happening in the process of achievement and what kind of effects it has on the achievements. Furthermore, the causal relations between the project and the effect, namely whether confirmed achievement has resulted from the project, is examined.

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1   Fiscal 2007 secondary evaluation results by the Advisory Committee on Evaluation are described in Part 4 of the report.
2   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/index-j.html).

2) Assessing the Value of the Project by the Five Evaluation Criteria

The next step is to make value judgments about the project based on information about the actual conditions of the project as 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).

3) Drawing Recommendations and Lessons and Feeding Them Back for Improvement

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 production of effects of a project. It is also necessary to specify the target of the feedback.

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 relations between 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.

(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). The major roles and activities of each group are shown in Figure 1-3.

Figure 1-3 JICA's Evaluation System

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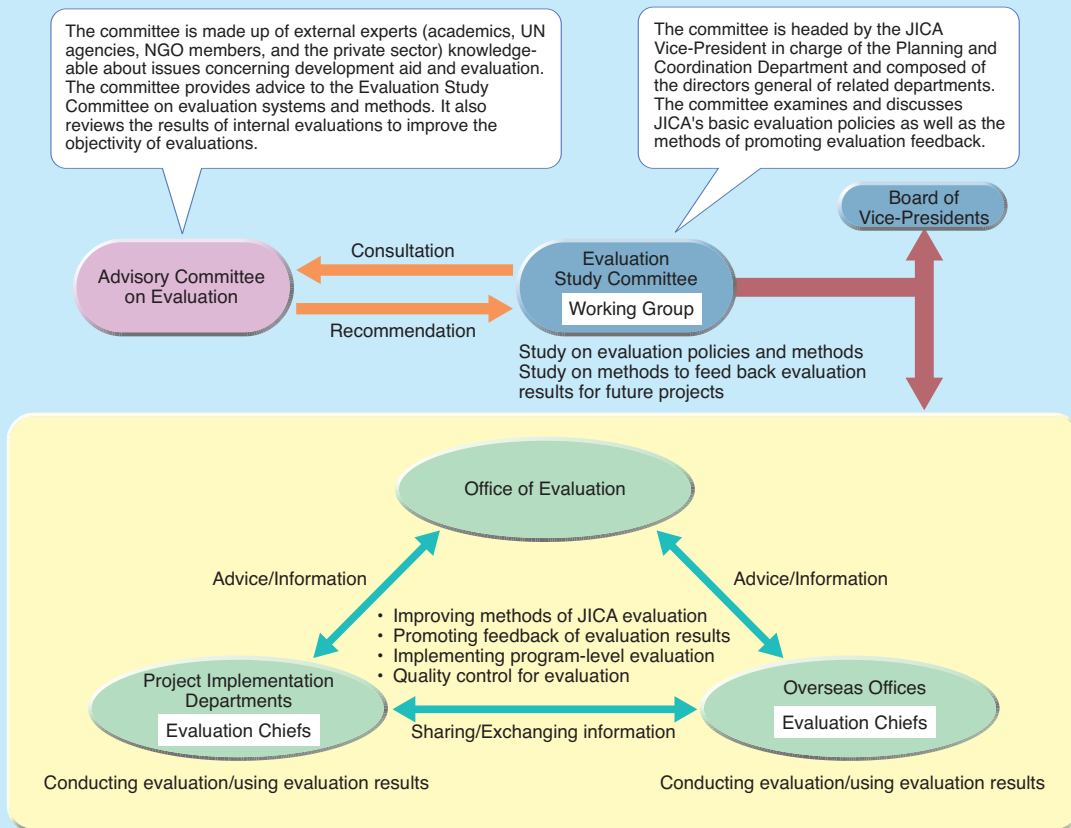
1-2 Efforts for Expanding and Enhancing Evaluation

Recently, the situation surrounding JICA activities has been changing greatly as a result of ODA reform and the progress of international aid coordination. New JICA will be established in October 2008 to manage yen loans and grant-aid cooperation in addition to technical cooperation in an integrated manner. Under such circumstances, JICA's project evaluation has made various efforts in order to implement effective and efficient projects, as well as ensure accountability.

In fiscal 2006, JICA implemented upgrading evaluation capacity of its overseas offices to strengthen field-based management, solidifying evaluation on diverse aid schemes including the Disaster Relief Program, expanding evaluation of JICA programs, and practicing secondary evaluation by external specialists. This section introduces JICA's efforts to expand and strengthen its evaluation system based on three perspectives: 1) consistent evaluation from ex-ante to ex-post stages, 2) evaluation covering various activities, and 3) securing transparency and objectivity in evaluation.

(1) Consistent Evaluation from Ex-ante to Ex-post Stages

1) Upgrading the Evaluation System

To implement a more effective and efficient project, it is necessary to ensure that the project is appropriately planned/designed, examine the progress and its effects in the implementation process, and strive to achieve the project goals, while reviewing its planning and implementation status based on the examination results as needed. Even after the completion of projects, it is required to confirm whether the activities keep developing, and lead to higher and wider effects which the projects aimed at, based on the issues assured upon completion of the projects.

JICA introduced the ex-ante evaluation system in fiscal 2001 and the ex-post evaluation system by projects in fiscal 2002, creating a system for enabling JICA to assess effects of projects at each stage, from ex-ante, mid-term, terminal to ex-post, by adding the new evaluation stages to previously practiced mid-term and terminal evaluations.

Based on establishing the consistent evaluation systems from ex-ante through ex-post evaluations, JICA revised its project evaluation guideline in fiscal 2003 and released the "Evaluation Handbook: Practical Methods for Evaluation," which clearly explains JICA's new evaluation systems. A secondary evaluation for the terminal evaluation conducted by the Advisory Committee on Evaluation confirmed that the quality of JICA's evaluations has been improved after revision of the evaluation guideline. In fiscal 2006, JICA conducted the upgrading of survey items in each evaluation and review of report formats to raise consistency between terminal evaluation and ex-post evaluation.

2) Improving Evaluation Capacity

Since JICA became an independent administrative institution, it has made ongoing efforts to strengthen field based management and reinforce the structure of its overseas offices, as well as promote the delegation of authority and the formulation and implementation of projects led by its overseas offices. With regard to the project evaluation, JICA has strived to strengthen its evaluation system so that its overseas offices can independently plan and manage project evaluations from ex-ante to ex-post evaluations, and compile the evaluation results. Specifically, JICA introduced a system under which evaluation chiefs are assigned to its overseas offices, as are in the headquarters, to accumulate information related to evaluation at the field level and to manage the quality of evaluation, and the Office of Evaluation of the Planning and Coordination Department of JICA supports and supervises the evaluation chiefs. From fiscal 2006 to 2007, JICA conducted evaluation chief training for 49 offices to enhance the evaluation capacity of overseas offices. Evaluation chief training was provided via a teleconferencing system that connects the headquarters with overseas offices, in offering practical training based on case studies that are applicable to actual projects.

Although the ex-post evaluation introduced in fiscal 2002 is implemented in principle by the overseas offices, JICA has also attempted to improve the capacities of the officials responsible for evaluation, including local officials, by holding local seminars to familiarize them with the evaluation methods. As a result, the number of countries where JICA's overseas offices conducted ex-post evaluations by fiscal 2006 has been increased to 48 countries.

3) Strengthening the Feedback of Evaluation Results

In addition to analyzing evaluation study results and making objective value judgments based on those results, it is required in the project evaluation to feed back the evaluation results for planning and implementing future projects more effectively and efficiently. JICA has been mounting an effort to improve the feedback of evaluation results from project level to program level. More precisely, when conducting the ex-ante evaluation of a project, JICA encourages using lessons obtained from the evaluation results of other similar projects and describing the results in the column of "utilization of lessons learned from similar projects in the past" in the ex-ante evaluation document. JICA has also introduced the "synthesis study of evaluation results, with which JICA expects to extract applicable lessons common to specific sectors and issues by examining the evaluation results of projects related to specific sectors or issues in a comprehensive, cross-cutting manner. Additionally, in the process of preparing the "Thematic Guideline" that compiles JICA's cooperation policies for each developmental issue, the lessons obtained from evaluation results are to be reflected in the guideline.

(2) 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 Volunteer Program such as the Japan Overseas Cooperation Volunteers aims to promote mutual understanding through public participation in international cooperation; the Disaster Relief Program

provides personnel assistance and emergency relief supplies in the wake of major natural disasters overseas. 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 nature of characteristics of the modalities.

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 a comprehensive evaluation study was completed in June 2007. In fiscal 2006, JICA took a new approach in taking up three cases where volunteers were dispatched in a group under a common goal. JICA evaluated the processes and impacts of these cases from their formation stage to implementation stage.

With regard to the Japan Disaster Relief Teams, which are dispatched as part of the Disaster Relief Program to rescue and treat disaster victims, JICA conducts an evaluation from a perspective that corresponds to the characteristics of the projects involved. The evaluation guideline of the program stipulates that the activities of medical teams comprising doctors and nurses, and rescue teams comprising rescue workers of the National Police Agency, Fire Defense Agency and Japan Coast Guard are evaluated in JICA's own perspective of "STOP the pain" to respond to its urgency and meet the needs. JICA implements evaluation setting a "LOCK the pain" viewpoint for expert teams who direct emergency disaster measures and disaster relief activities, hoping for adequate responses during a preparation period until they are dispatched and unerring operation while they are dispatched. From 2006 to 2007, JICA summarized plural evaluation results to have been implemented in line with the guideline, and conducted an ex-post on-site survey on the two past cases of dispatching the Japan Disaster Relief Team, to verify the effects on beneficiaries through interviews with disaster victims and government officials in those days. Based on these results, JICA drew lessons for JICA's future assistance and evaluations, and published a report (Box 1).

2) Examination of Methodology of Grass-roots-type Cooperation Evaluation

Under the concept of "human security," grass-roots-type cooperation in the form of "cooperation directly reaching

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BOX 1 — Introduction of Evaluation to Various Activities - Thematic Evaluation: the "Emergency Disaster Relief Activities"

In the emergency disaster relief activities conducted as part of "Disaster Relief Program," to establish more objective evaluation methods that the public can easily understand, JICA attempted to establish its own evaluation guideline or emergency response in accordance with the particulars of the program and the cooperation framework. The effort resulted in formulation of "Evaluation Guideline for the Japan Disaster Relief Team ("STOP the pain") in fiscal 2002 and an Evaluation Guideline for the Japan Disaster Relief Expert Team ("LOCK the pain") in fiscal 2003.

Since 2003, JICA has been evaluating disaster relief activities based on these Guidelines and, in fiscal 2006, compiled individual evaluation results related to seven disaster relief activities, including the Iran earthquake, and a general overview of these activities in the "Emergency Disaster Relief Activities Evaluation Report."

In fiscal 2007, which marked the 20th anniversary of the Japan Disaster Relief Team, JICA conducted an evaluation study of the dispatches of rescue and medical teams for the earthquake disaster in Pakistan, and the medical team for the Indonesian Central Java earthquake disaster in order to examine an objective analysis of Disaster Relief activities and the usefulness of the Evaluation guidelines

themselves. In this study, a field survey was conducted with the participation of external experts to understand the effects of activities by the Japan Disaster Relief Team exerted on the final recipients, including interviews with local government officials and people in affected areas.

JICA was highly evaluated by the people concerned as a result of this study based on four items of the Evaluation Guideline for the Japan Disaster Relief Team: 1) speed, 2) target groups (meeting victims' needs), 3) operation (efficiency of activity), and 4) presence (degree of acknowledgment).

In the interviews conducted with local residents during the field survey, kind words were expressed in particular for the Japanese government and the medical teams, which provided medical care in affected areas. This was a precious opportunity for the study team to examine the effects on recipients. Moreover, a local hospital in Indonesia that inherited the medical team's equipment established an organization based on what it had learned from the Japanese medical team, and provides disaster-relief training and medical support for victims of disasters in Indonesia. As noted above, the study team was also able to confirm the positive ripple effects.

In view of recent comprehensive

evaluation results, JICA will continue to implement disaster relief activites more effectively and efficiently in the future.

Through the latest evaluation study, issues concerning the evaluation period set in the Guideline, detailed evaluation standards, criteria of judgment, and method of collecting information necessary for evaluation have surfaced. JICA will continue to improve its evaluation methods in line with the characteristics and actual conditions of disaster relief operation in the future.

Upper: Hospital damaged by an earthquake now under repair
Left: Victims being interviewed by the study team

local people" has been increasing in JICA. There are many examples of grass-roots-type cooperation where regional residents participate in the processes of program planning and implementation, or the so-called community participation approach. In view of this movement, JICA has been developing an evaluation method for the projects that incorporate the community participation approach. Under the framework of an NGO-JICA Evaluation Subcommittee (Table 1-2) formed with NGO staffers possessing a wealth of knowledge about grass-roots-type cooperation, JICA has repeatedly discussed an ideal approach to proper community participation and an evaluation method in line with that approach. In response to results of Thematic Evaluation "Community Participation," the Subcommittee implemented "Community Participation (Phase 2)" to develop a more practical project evaluation method from fiscal 2006 through 2007. In this evaluation, the Subcommittee conducted evaluation focusing on both NGO projects and JICA projects, to analyze and study existing or expected differences in the degree of community participation depending on projects, and how the differences are measured and evaluated (Box 2).

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
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
Hiroshi Tanaka	The Institute for Himalayan Conservation

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
Satoshi Kodakari	Office of Evaluation, Planning and Coordination Department
Fumio Imai	Partnership Promotion Group, Training Affairs and Citizen Participation Department
Yoshiharu Yoneyama	Administration Team, Regional Department I (Southeast Asia)
Makiko Iwasaki	Administration Team, Regional Department I (Southeast Asia) (until July 2007)

BOX 2 Cooperation with NGOs - Thematic Evaluation "Community Participation (Phase 2)"

Following Thematic Evaluation "Community Participation (Phase 1)" conducted in fiscal 2005, the NGO-JICA Evaluation Subcommittee has been conducting the "Community Participation (Phase 2)" from fiscal 2006.

1. Overview of Evaluation

Based on the fact that despite the projects incorporating the approach of community participation, the positioning and targeted degree of community participation differ from project to project, this evaluation is aimed at analyzing and examining to what degree of community participation is/was targeted by implementing a project, and how the project implementers evaluate the degree of achievement.

2. Evaluation Basis and Perspective

To begin with, participation (residents' involvement with the project) that becomes the key of evaluation was classified into the following three types: 1) passive participation (participation of residents mobilized in response to a call by external parties, such as NGOs and donors, under strict control by them), 2) cooperative and functional participation (in which residents realize benefits of activities, residents and project implementers work together, and residents play a certain

role), and 3) autonomous participation (residents develop activities independently and positively).

Since participants (evaluation focus) from different units and areas are involved depending on the project, they were classified as "individual unit," "organizational unit," or "community/society." And since the evaluation criteria of Phase 1 mixed "active aspects" and "inner aspects," they were also classified. Based on the results, new evaluation criteria were established according to subjects, with indicators to measure a degree of participation.

3. Results of Case Study

JICA set up a joint study team with an NGO and conducted a field survey on four projects (two programs each of the NGO and JICA) in Central America (Panama and Honduras) and Africa (Ghana) either underway or completed. The study team visited the sites of each project, gathering information from regional residents, groups, and relevant parties, while utilizing a participatory study approach. Based on the information collected in the field survey, NGO and JICA conducted evaluation analysis on the degree of participation and participants, in line with the key and perspective described in (2).

The analysis results revealed that the four projects were classified into

categories which were aimed at "cooperative and functional participation" (two projects) and "autonomous participation" (two projects) according to their initial goals. In projects that achieved "autonomous participation," factors that enhanced residents' independence and autonomy were ascribed to the fact that residents' groups and project implementers kept their promises and built strong relations of trust, and that the project implementers had a clear-cut exit strategy and shared it with the residents in the process of implementation.

The analysis results noted above will be released to the public after being compiled in a report (Community Participation (Phase 2).

Residents participating in a gathering for healthcare education (Ghana Regional Healthcare Comprehensive Improvement Project)

3) Evaluation of JICA Programs

In order to implement JICA's cooperation for development issues more effectively, JICA has been making efforts to intensify its approach to a program that combines a number of cooperation projects. In concrete terms, to help developing countries achieve the goals of their medium- to long-term development strategies, JICA has been striving to integrate a strategic framework with specific goals and cooperation scenarios, attaching importance to a combination of organic inputs and collaboration with other aid agencies, into a "JICA program," and thus strengthen the program management system.

As part of its efforts, JICA has been developing a method of evaluating JICA programs. The evaluation of JICA programs is mainly conducted in the following three steps:

a. 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.

b. 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.

c. Evaluation is 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, JICA evaluated programs implemented in Honduras, Vietnam, and Malawi on a trial basis by using the above method. Based on the results, JICA evaluated the "Regional Development Program of South Sulawesi" in Indonesia, the "Program for Water Supply in the Poverty Area" in Bolivia, the "Program for the Improvement of Health Status of People Living in Upper West Region" in Ghana, and the "Healthcare Sector Program" in Afghanistan.[3] JICA has also made continued efforts to introduce and strengthen its program evaluation in fiscal 2007.

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

In recent years, international society has focused on achieving common development goals in collaboration with donor countries and agencies, while respecting the ownership by developing countries as demonstrated in the UN Millennium Development Goals (MDGs) and the Poverty Reduction Strategy Paper (PRSP). Given this background, JICA has been advancing approaches to conducting its evaluations together with other aid agencies, and in the past conducted joint evaluations with the Canadian International Development Agency (CIDA) and U.S. Agency for International Development (USAID). From fiscal 2006 to 2007, JICA participated in a joint multi-donor evaluation to assess the effectiveness of multi-donor cooperation in the Tanzanian healthcare sector. It has also participated in evaluation of the implementation of the Paris Declaration on Aid Effectiveness, an international effort for development, as a member of the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) along with other aid agencies (Box 3). Participating in these joint evaluations will make it possible to conduct evaluations from a broad-based perspective, such as the positioning and effectiveness of JICA's cooperation within an international framework, as well as mutually sharing the lessons obtained from the evaluations and helping to strengthen aid donor coordination in the future.

(3) 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. 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.

BOX 3 Partnership with Other Aid Agencies in Evaluation - Follow-up to the Paris Declaration on Aid Effectiveness

The Paris Declaration on Aid Effectiveness (hereinafter the Paris Declaration) was signed in February 2005 by over 100 organizations (such as donor countries, developing countries, international institutions, and NGOs). The Paris Declaration proposed 12 indicators and 56 commitments that are to be achieved by 2010, based on the principles of "Ownership," "Alignment,"* "Harmony," "Managing for Results," and "Mutual Accountability."

Since 2006, the OECD-DAC Network on Development Evaluation (EVALUNET) has been considered to conduct evaluation to follow up the implementation of the Paris Declaration together with the DAC Working Group on Aid Effectiveness. At the regular meeting of EVALUNET held in November 2006, it was decided to implement case studies on the evaluation, focusing on plural donor countries and recipient countries which were interested in the activities. Japan decided to offer its support to Bangladesh and the Philippines among the countries desiring a country program evaluation.

JICA is cooperating in implementation of the evaluation by participating in the evaluation steering committee composed of the Bangladesh government, representatives of local donors, and a working committee. The evaluation focuses on three sectors of primary education, energy and electric power, and environment, and is intended to verify the progress of efforts toward achieving the goals of the Paris Declaration, as well as the contributing and inhibiting factors.

* To aid the countries in accordance with their administration systems.

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3   The evaluation results of the four programs conducted in fiscal 2006 are described in Part 3.

The committee has also been conducting a secondary evaluation every year since fiscal 2003 to secure the objectivity of the terminal evaluation carried out by JICA as an internal evaluation. The secondary evaluation results are released in the Annual Evaluation Report published each fiscal year,

Advisory Committee on Evaluation

Table 1-3 Members of the Advisory Committee on Evaluation

Chairperson:	
Hiromitsu Muta:	Executive Vice President for Finance, 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, formerly employed at Yomiuri Shimbun
Masafumi Nagao:	Professor, Center for the Study of International Cooperation in Education, Hiroshima University
Kaoru Hayashi:	Professor, Faculty of International Studies, Bunkyo University
Kanji Hayashi:	Manager, International Cooperation Group, International Economic Affairs Bureau II, Nippon Keidanren (Japan Business Federation)
Koichi Miyoshi:	Professor, Graduate School of Asia Pacific Studies, Ritsumeikan Asia Pacific University

and the recommendations and lessons obtained from those results are used to improve planning and management of projects, and evaluation implementation methods.[4]

As noted above, JICA has attempted to improve and expand its evaluation system, while incorporating the recommendations and opinions of external experts.

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.

Although JICA conducts project-level evaluation as an internal evaluation, it is also promoting an approach in which evaluation is conducted by external parties (secondary evaluation), in order to secure objectivity and transparency of the evaluation results. The results of terminal evaluation conducted upon the completion of projects are subjected to secondary evaluation by Advisory Committee on Evaluation as described in 1). With respect to the ex-post evaluation of projects, JICA also requests external parties such as experts in developing countries to conduct secondary evaluation, in order to secure objectivity and quality of its evaluation (Box 4).

In the thematic evaluation, which serves as a program-level evaluation, JICA tries to secure expertise and objectivity in almost all program evaluations by requesting the participation of external experts specializing in the fields to be evaluated as evaluation advisors in order to receive advice on evaluation framework and value judgments. In addition, the evaluation reports are published along with comments from external experts who do not take part in the evaluation process. Evaluation requiring particular expert knowledge is entrusted to universities and think tanks specializing in the theme. Thus, JICA is promoting efforts to implement external evaluation by third parties.

BOX 4 Secondary Evaluation by External Experts (Ex-post Evaluation of Projects)

Regarding the ex-post evaluation of projects, JICA has had external experts of the partner country, who are not directly involved in the projects and evaluations, conduct a secondary evaluation on the results of primary evaluations by the overseas offices. Here we introduce the secondary evaluation results of the ex-post evaluation of Water Supply Technology Training Improvement Project in Egypt.

[External expert]
Dr. Nader K. Wasif, consultant at Upper Egypt Training Institute

[Summary of secondary evaluation result]
The evaluation report is largely sat-

isfactory with respect to the setup of evaluation questions, evaluation results, and structure of report. On the other hand, if more quantitative indicators had been included and measured in impact evaluation, such as frequency of water failure, quantity of water supply before and after implementation of the project, and number of technical problems occurring, clearer answers would have been obtained for the evaluation questions. Although these indicators were listed in the Project Design Matrix (PDM) in a designing stage of the project, it was difficult to obtain them under the circumstances of Egypt. In the present evaluation, there was no way other than setting up alternative questions and indicators. We believe the alternative

questions and indicators were adequate under such constrained circumstances.

In terms of effectiveness to final beneficiaries, we should have put emphasis on data concerning water quality, which was greatly affected by water sources and water supply.

Since the quality of water supplied to beneficiaries is influenced more by the water supply process than the water purification process, a more precise result of the project's effectiveness could have been obtained by measuring water quality at the purifying stage and the water supply process separately.

Despite the difficulties in obtaining data, it is considered as a whole that the evaluation was conducted using the data effectively.

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4   The results of the secondary evaluation for fiscal 2007 are described in Part 4.

3) Enhancing the Disclosure System of Evaluation Results

It is important for JICA to disclose the evaluation results of its international cooperation projects/programs in a speedy and reliable manner in order to achieve accountability. JICA discloses all the evaluation reports and uploads evaluation results in a timely manner on its website.[5]

JICA's website discloses project/program-level evaluations, such as summaries of evaluation results, thematic evaluations and evaluations of JICA programs, Annual Evaluation Reports, and evaluation guidelines. The same information is available in English on its website. JICA is also making efforts to improve its website by uploading an evaluation training material jointly developed with the World Bank. In fiscal 2006, the website was revised to make it easier to browse, with the average number of accesses to the Japanese site registering 2,800 per month, up 300 over the previous year, and 2,000 per month for the English site, up 300 over the previous year.

The results of the Thematic Evaluation are also released to the public by holding evaluation seminars. In fiscal 2006, JICA held a seminar to release the results of thematic evaluations regarding 'community participation' and 'capacity development of local administration.' A total of 154 participants comprising a wide array of people such as persons concerned with development aid, consultants, university researchers, and students attended the seminar. In addition to JICA receiving various comments on the results of its evaluations from the participants, they actively exchanged opinions at this seminar. JICA continuously strives to disclose evaluation results in a fast and easily understandable manner.

1-3 Inauguration of New JICA

In October 2008, JICA and the ODA loan divisions of the Japan Bank for International Cooperation are scheduled to be integrated, inaugurating New JICA that will become an aid agency providing, in an integrated manner, assistance under three ODA schemes: technical cooperation, ODA loan, and grant aid. It is expected that New JICA will generate synergistic effects in all aspects of project planning, implementation, monitoring, and evaluation. With regard to its project evaluation, JICA, along with JBIC, has been examining the establishment of coherent monitoring and evaluation systems, based on the project formulation and implementation system of New JICA towards the integration. When examining new systems, JICA clarifies common and differing points in the project evaluation methods and evaluation implementing systems of both agencies, studies project evaluation systems by overseas aid agencies, and studies project evaluation systems of other aid agencies and international institutions, as reference information, concerning the implementation systems and methods of evaluation.

According to the tentative results of the study, it is found that both agencies are likely to have common directions and efforts in terms of evaluation, such as establishment of an evaluation system from ex-ante and to ex-post evaluations, introduction of program evaluation, significant concerns over objectivity and transparency of evaluations, the easy-to-understand and prompt disclosure of evaluation results, strengthening of the evaluation feedback system, and utilization of the DAC's five evaluation criteria. Conversely, there are differences in evaluation timing, evaluators (internal and external evaluations), and evaluation indicators due to the different characteristics of their aid schemes.

Both JICA and JBIC continue to consider building coherent evaluation systems throughout the three aid schemes of technical cooperation, ODA loan, and grant aid, in consideration of evaluations by other aid agencies and results of this study.

Part 1

Evaluation in JICA

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5   The "Evaluation" page on JICA's website is available at <http:www.jica.go.jp/english/evaluation/index.html>.

Chapter 2

Improving JICA's Cooperation Using Evaluation Results

The primary objectives of project evaluation conducted by JICA are to ensure accountability to the people, utilize evaluation results as a tool for project management by feeding them back into projects, and enhance learning among the parties concerned. With these objectives, JICA deems it important to share and accumulate good practices within the organization using evaluation results in the course of improving projects through feedback.

Since 2004, JICA has extended an effort for studying and accumulating good practices, in which evaluation results were utilized for improving the quality of JICA projects. The evaluation results at the project or program level (recommendations/lessons learnt)[1] are utilized as follows:

a. Planning and operation of individual projects
b. Formulation of JICA cooperation policies by sector and issue
c. Systems for improving project implementation

d. Sharing and systemizing knowledge and experience for project improvement

In 2007, JICA studied how to use the evaluation results (recommendations/lessons learnt) in the field by conducting a questionnaire survey at the offices in charge of formulating and implementing technical cooperation projects and development studies, namely Regional Departments, Development Issue Departments, and Overseas Offices. In addition, how to use the lessons drawn from past similar projects described on the project ex-ante evaluation summary sheets prepared after 2004 was also studied. Table 1-4 lists the projects having applied the evaluation results, which were extracted from the study.

The following are the good practices in the four sectors of agriculture, environment, good governance and education, in which evaluation results from a single project or program level were utilized for improving the planning and management of other projects.

Table 1-4 Project Examples Using Evaluation Results

Asia
Indonesia	Sulawesi Capacity Development Project
Cambodia	Freshwater Aquaculture Improvement and Extension Project
Sri Lanka	Project on Rural Livelihood Improvement in Hambantota District (South CAP)
Thailand	Project on Anti-Trafficking in Persons
Bangladesh	Strengthening Primary Teacher Training on Science and Mathematics
Philippines	Sustainability Improvement of Renewable Energy Development in Village Electrification
Viet Nam	Project of Human Resources Development for Water Sector in the Middle Region
Myanmar	The Project on Rural Water Supply Technology in the Central Dry Zone
Laos	Project for Improving Science and Mathematics Teacher Training

Africa
Ethiopia	Groundwater Development and Water Supply Training Center Phase 2
Kenya	Strengthening of Mathematics and Science in Secondary Education Project (Phase 2)
Kenya	Project for the Improvement of Health Service with a Focus on Safe Motherhood in the Kisii and Kericho Districts
Zambia	Health Capital Investment Plan (HCIP) Support Project
Tanzania	Technical Cooperation for Supporting Service Delivery Systems of Irrigated Agriculture
Tanzania	Technical Cooperation in Capacity Development for Regional Referral Health Management
Madagascar	Project for Improvement of Maternal Newborn and Child Health Service
Malawi	The Project for Strengthening of Mathematics and Science in Secondary Education through In-service Training

Oceania
Papua New Guinea	Promotion of Smallholder Rice Production Project
Fiji	In-service Training of Community Health Nurses

Middle East
Saudi Arabia	Management Plan for Conservation of Juniper Woodlands
Turkey	The Project on Strengthening the Program of Expanding Industrial Automation Technologies Department

Latin America
Argentine	Organizing for the Poverty in Local Area
El Salvador	Enhancement of Technology for the Construction of Popular Earthquake Resistant Housing
Costa Rica	Project on Sustainable Fisheries Management for the Gulf of Nicoya
Nicaragua	The Project for the Improvement on the Quality of Mathematics Teaching in Primary Education
Brazil	The Healthy Municipality Project in Northeast Brazil
Brazil	The Technological Development Project for Sustainable Agriculture in Eastern Amazon
Peru	The Project for Strengthening of Educational Management in the Rural Education Networks of Canas and Suyo
Bolivia	Project for Improvement of Health System at Community Level
Mexico	Assistance for Sustainable Rural Development in Soconuco Region, the State of Chiapas (PAPROSOC-2)

1. Recommendation: Proposal and/or advice extracted from one evaluation result given for a concrete action, for the evaluated project or implementation of a relevant project.
   Lesson: An item that is generalized to some extent, derived from an evaluation result. It is reflected in projects other than a target project, development programs, and the formation of assistance strategies.

2-1 Agriculture

In the agriculture sector, the evaluation results of the "Training Services Enhancement Project for the Rural Livelihood Improvement in the Philippines (1996-2001)" were utilized in several similar projects (Table 1-5).

This project was intended to enable the Agricultural Training Institute (ATI) in the Philippines to implement effective training for rural life improvement[2], reflecting their traditions and needs of the local people. The project was implemented in a model village in Bohol province for the first three years, focusing on pilot activities for livelihood improvement including the necessary training for farmers and extension officers. Based on the pilot activities, a training manual for livelihood improvement in rural areas was compiled for ATI officials, and from 1999 the pilot activities and related training were extended to three other locations in Bohol province.

The project was unique because the training program was simultaneously improved with the implementation of pilot activities. The improvement was very successful by reflecting experiences from the pilot activities. The Terminal Evaluation survey conducted in February 2001, the experiences of the pilot activities concluded that input of a project must be decided after clarifying the scope of burdens that beneficiaries could bear. Thus, the lesson where "input into a project activity must be decided, considering the economic scale of beneficiaries and economic effect exerted by the pilot project before its implementation" was learned. Another lesson was learned from the project. In the initial plan, ATI was the institution responsible for all activities of the project, but it turned out to be difficult that ATI as a training institution kept shouldering the responsibility of livelihood improvement activities even after the completion of project cooperation. This drew the lesson where "a framework and concept of a project must be decided, considering the mandate (scope of service) and personnel of an implementation institution in the planning stage."

Projects applying the lessons

"The Development and Promotion of Location-specific Integrated High-yielding Rice and Rice-based Technologies in the Philippines (2004-2009)" is a project that follows a series of assistance[3] provided by the Government of Japan for the Philippine Rice Institute (PhiRI) founded in 1985. As a result of the series of cooperation, research and development of rice capacity made tremendous progress in the Philippines. And now, it is in the next stage to disseminate rice technologies applicable to the conditions of local farmers in each region by modifying and verifying the developed rice technology. This project, succeeding the outcomes from the previous two technical cooperation projects determined the project target as "increasing rice productivity among the target farmers," particularly intending to practical application and dissemination of the developed technology to the farmers' level.

In this project, technical packages comprising a combination of farming machines, cultivers and farming technology suitable to the target areas were developed, in collaboration with local farmers on demonstration farms. The lesson "of

Table 1-5 Examples of Projects Where the Evaluation Results of "Training Services Enhancement Project for Rural Life Improvement in the Philippines" Were Fed Back

Philippines	Development and Promotion of Location-Specific Integrated High-Yielding Rice Technologies
Philippines	Rice-Based Farming Systems Training and Support Program for the ARMM
Turkey	Improvement of Livelihood for Small-Scale Farmers in Eastern Black Sea Region

Activity together with farmers in an experimental field in the Philippines

considering the economic scale of beneficiaries when a project is implemented" learned from the "Training Services Enhancement Project for Rural Livelihood Improvement" was taken into the design of this project. Then, this project figured out the economic scale of the beneficial farmers through a baseline survey and a technology development activity in the experimental rice fields with the participation of farmers. As a result, farming systems even affordable to small-scaled farmers were developed.

Another lesson "of considering the mandate and manpower of the implementing institution" obtained in the project was taken. This project was designed to be implemented by PhiRI in close cooperation with local governments in accordance with their own mandate. PhiRI is in charge of developing the rice cultivation system; local governments are responsible for disseminating the developed system. It is expected to produce a better outcome and secure sustainability, by allowing respective institutions to cooperate in line with their primary responsibilities.

In September 2007, a mid-term evaluation of this project was conducted. There was a result where the productivity of farmers who had adopted "low-input and area adaptive farming system" increased. It is expected that more farmers will apply the farming system in the future.

2-2 Environment

In the environment sector, lessons learned from a program-level evaluation known as a thematic evaluation "Environmental Center Approach: Development of Social Capacity for Environmental Management in Developing Countries and Japan's Environmental Cooperation" (2003) (hereafter called "ECAe") are being applied to improve the planning and implementation of the projects listed in Table 1-6.

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2. A concept of "Rural Livelihood Improvement" in the project; Qualitative perspectives, such as labor, nutrition and living environment, were added to the ATI's conventional perspectives of "increase in agricultural productivity and income."
3. The Grant Aid (assistance for facilities and equipment) totaling 2.26 billion yen during 1989 and 1991, and two technical cooperation projects implemented thereafter: Project of Rice Institutes (1992-1997) and Project for High-yielding Rice and Rice-based Technologies (1997-2002).

"ECAe" evaluated the outcomes of JICA Environmental Centre projects in four countries (Indonesia, China, Thailand and Mexico) as is typical of JICA's environmental cooperation. "ECAe" was within the evaluation framework of contributing to the development of social capacity for environmental management[4] with a variety of viewpoints.

"ECAe" proposed the following lessons, as a way of more effective and efficient environmental cooperation.

(1) Clear positioning of an environmental center in the environmental administration system so that the center may exert impact.
(2) Definitions of commencement period and completion period: optimum commencement period of a project is when environmental laws and environmental administration are established; desired completion period of a project is when environmental pollution enters a reduction cycle.
(3) Increased impact on major players in a system, by strengthening ties with enterprises and citizens.
(4) Support for improving the environment management capacity of local sectors, in a trend toward decentralization.

Case Examples of Applying the Lessons

The lessons have been applied to "the Capacity Development of Environmental Monitoring at Directorates for Environmental Affairs in Governorates in Syria" (2005-2008). Since the 1980s, Syria's environmental issues have been aggravated along with its industrialization, and the impact has been threatening citizens, such as the pollution of drinking

Table 1-6 Examples of Projects Where the Results of "Thematic Evaluation: Environmental Center Approach" Were Fed Back

Philippines	Capacity Development Project on Water Quality Management
Kenya	Improvement of Environmental Management Capacity in Nakuru City
Syria	Capacity Development of Environmental Monitoring at Directorates for Environmental Affairs
Guatemala	Water Environment Improvement in Metropolitan Area
Mexico	Strengthening of Air Monitoring Program

Counterparts receiving instructions from an expert (Syria)

water and food caused by water contamination, and respiratory disorders by air pollution. In addressing these issues, the Syrian government introduced environmental laws since 1991, such as the Basic Environment Law and the Environmental Protection Law, and established the Directorates for Environmental Affairs (DFEAs) in all 14 provinces as regional environmental bureaus for environmental monitoring by January 2004. However, DFEAs struggled to deal with the issues due to a shortage of technological capacity and equipment, particularly with regard to environmental monitoring, although exercising its responsibilities for environmental administration, environmental monitoring and awareness-building activities to citizens.

Given this background, the project was initiated with the purpose of regular environmental monitoring, accumulation and management of analysis data, and capacity upgrade that made it possible to conduct citizens' awareness programs including the disclosure of measurement results, in accordance with the plan prepared by DFEAs themselves.

The project applied lessons (1) and (4) from the "ECAe" in its planning stage and implementation, in order to strengthen the capacity of DFEAs at the provincial level. The effort conforms to the environmental administration policy of the Syrian government, and attempts to strengthen the environmental management capacity at the local level for alleviating nationwide environmental issues. DFEAs were close to the citizens and in a good position to make them aware of the environmental issues. The project activities to improve the capacity of DFEAs had a positive impact in that: some requests from the citizens were fulfilled utilizing the analysis data from the labs; the basis of water/air quality analysis was established; and citizens showed greater concerns about environmental issues.

By applying lesson (3), the project introduced collaborative activities with enterprises as major players in the system. In the project, four leading DFEAs held awareness seminars and workshops targeting industrial sectors. It turned out in the terminal evaluation survey conducted in 2007 that the seminars and workshops contributed to raising awareness, such that several factories built a wastewater treatment facility, factory owners understood observance of the Environmental Law and necessity of environmental monitoring, and awareness about the importance of environmental conservation was raised among enterprises taking part in the workshops. It is expected that this kind of collaboration with enterprises will be promoted, thus leading to awareness and environmental education activities for citizens in the future.

2-3 Governance

In the governance sector, the lessons learned from the evaluation of "Strenthening Sulawesi Rural Community Development to Support Poverty Alleviation Programs" in Indonesia (1997-2002) (hereafter called "the Project") are applied to planning/implementation of a plurality of projects (Table 1-7).

The Project implemented various activities in four model villages in Taklar prefecture in South Sulawesi Province, with the target of developing a participatory social development model applicable in South Sulawesi Province. The activities include development of the administration supporting system

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4. The capacity of a society in coping with environmental issues on its own is called social capacity for environment management. The social capacity is defined as an operating capacity of a social environment management system, which is composed of governments, enterprises and citizens under the national-local relationship.

(SISDUK) as a support for participatory rural community development based on the needs of the communities, development and implementation of a training program called "Participatory Local Social Development" (PLSD) aimed at fostering human resources who would be engaged in SISDUK, and promotion of rural community development with the participation of communities under SISDUK. The prefectural government and its assembly recognized the effectiveness of the model, under which local communities and administration worked in collaboration, and thus enshrined SISDUK into law as a prefectural ordinance before completion of the project. As a result, SISDUK was planned to be implemented in 73 villages across the prefecture, on the budget of the prefectural government when the Project was completed in 2002. Further, the Project exerted a positive effect on neighboring prefectures, and similar projects have been expanding accordingly.

The Project has received recognition with its high sustainability and impact. The reason lies in the fact that the Project took a plenty of time for building the collaborative model and the mechanism, asking a wide range of stakeholders including NGOs and local universities for cooperation, with establishment and dissemination of the model in mind from the very beginning. The lessons learned from the terminal evaluation of the Project include items relating to social arrangements, involvement of a wide range of stakeholders and human resource development, prefabrication of a mechanism that enables establishment and dissemination of the model, points in selection of model villages, and efforts for sustainability in the developed model. These lessons are applied to other projects relating to governance, rural community development and poverty reduction.

Case examples of applying lessons

The Project for Improvement of Public Administration for Local Governments in Punjab in Pakistan (2004-2007) set four outputs, aimed at the operation of administrative service with high transparency and efficiency, through operational improvement regarding the CCB project[5] and capacity development of administrative officers. The four outputs were: comprehension of needs and problems facing local communities, comprehension of improvement points in local administrative management, formulation of the CCB project improvement plan, and acquisition of techniques and knowledge necessary for the project activities.

The CCB project was expected as a new administrative service that would encourage participation of community organizations for regional development. However, it did not function as expected because a specific implementation procedure of the CCB project was not established at the local government level, there was serious miscommunication between the communities and administration regarding implementation of the projects, and execution of the CCB budget was delayed due to inadequate procedures within the local government.

Since the CCB project and SISDUK were participatory development models, and had resemblance in the concept that the communities and administration work in collaboration, the lessons of Sulawesi were applied to the planning/designing and implementation of the project in Punjab.

Table 1-7 Examples of Projects Where the Evaluation Results of the "Sulawesi Rural Community Development Project" Were Fed Back

Governance Sector	
India	Conservation and Wise-use of Natural Resources of Chilika Lagoon through Community Participation
Indonesia	Sulawesi Capacity Development Project
Other than Governance Sector	
Sri Lanka	Technical Cooperation Project for Agricultural and Rural Development for Rehabilitation and Reconstruction through Community Approach Project in Trincomalee
Sri Lanka	The Project on Rural Livelihood Improvement in Hambantota District (South CAP)
Pakistan	Improvement of Public Administration for Local Government in Punjab
Myanmar	The Project on Rural Water Supply Technology in the Central Dry Zone
Myanmar	The Eradication of Opium Poppy Cultivation and Poverty Reduction in Kokang Special Region No. 1

Local residents at the meeting of the Critizen Community Board (CCB) in Pakistan

The CCB project paid attention to the "social arrangements" and allocated relatively longer time for allowing the officers to comprehend the situation, needs and problems of the communities during the first two-and-half-years. In the process, the officers deepened their understanding of the communities, and changed their attitude.

From a standpoint of the "involvement of a wide rage of stakeholders and human resources development," the project held a series of meetings with the local NGOs, private enterprises, hospitals and schools to promote public awareness on the CCB project and request their cooperation. The project fostered local coordinators as a bridge between the communities and the officers, and incorporated them on a trial basis. This attempt turned out to be effective for promotion of the project, as the coordinators played a supportive role in comprehension of the communities' needs, preparation of proposals and others. In addition, their roles contributed to smoothening the flow of information between both parties, and thus proved effective for improving coordination between the local administration and the communities. The coordinators played a similar role as NGOs did in Sulawesi.

The project designated ten villages placed under different situations as model sites, with the lesson of "establishment and dissemination of the model" in mind, when the communities implemented the CCB project. This helped build a universal model applicable across Punjab province, and led to raise effectiveness in dissemination of the CCB project.

5. CCB (Citizen Community Board) refers to the newly established system, based on the Local Administrative Law enacted August 2001, for realizing the idea of development and policy-making in a bottom-up principle. The government provides financial aid for regional development activities (CCB activities) conducted by local residents' organizations.

2-4 Education

In the educational sector, JICA introduces case examples where lessons learned from "Synthesis Study[6]: Elementary/Secondary Education in Science-Math Sector" (2004) (hereafter called "the Study") were applied to other projects. As shown in Table 1-8, the lessons learned from the Study were applied to designing and formulating a plurality of projects in the education sector.

In the Study, JICA conducted cross-sectional analysis, focusing on evaluation results of 12 projects in eight countries.[7] The evaluation drew out lessons that were common to all of the projects, in view of (1) planning and designing, (2) dissemination means of output, (3) coordination, (4) institutionalization and (5) monitoring and evaluation, as five important elements that influenced success of a project in the elementary/secondary science-math sector. For example, (2) proposes establishment of a mechanism that allows development of teaching materials that correctly reflect school needs, involvement of a wide range of stakeholders aimed at rippling outputs, and transmission of information, (3) proposes positioning relevant institutions for increasing coordination effects with donors and other institutions, and specification of issues that must be dealt with, and (4) proposes improvement-oriented attitude which attaches importance on improving existing training systems rather than establishing new systems, in view of feasibility and sustainability.

Table 1-8 Examples of Projects Where the Evaluation Results of "Synthesis Study: Elementary/Secondary Education and Science-Math Sector" Were Fed Back

Laos	Project for Improving Science and Mathematics Teacher Training
Bangladesh	Strengthening Primary Teacher Training on Science and Mathematics
Myanmar	Strengthening Child Centered Approach
Mongolia	Teaching Methods Improvement Project towards Children's Development
Niger	Strengthening of Mathematics and Science in Secondary Education ("SMASSE Niger")
Malawi	The Project for Strengthening of Mathematics and Science in Secondary Education through In-service Training
Honduras	Project for the Improvement of Teaching Method in Mathematics Phase 2
Papua New Guinea	Project for Strengthening Long Distance Education

Experts and counterparts discussing teaching methods for integrated study class in Mongolia

Case examples of applying lessons

The lessons learned from the Study were applied to project formulation of the "Teaching Methods Improvement Project towards Children's Development" in Mongolia (2006-2009).

With introduction of a new education standard in 2005 due to a reform in the educational sector, new curriculums and subjects, such as integrated study and natural science (integrated science), and a child-centered teaching method were introduced in Mongolia. However, many teachers were unable to step out from a conventional rote teaching method, in which teachers kept "teaching" one-sidedly, and had little understanding of how to compose a class for new subjects such as integrated study and how to teach them, as well as how to develop and use teaching materials for science and math. This induced confusion in the classroom.

Given the background, the project is implementing development of tutorial manuals for teachers, introduction of new teaching methods, development of monitoring methods, and activities regarding capacity improvement of the project stakeholders (Teaching Method Development Center, municipal/prefectural supervisors for school education, and principals and teachers in model schools). These activities are implemented with a project target of developing teaching methods that support children's development, in accordance with the new standard for basic education, assigning the Teaching Method Development Center as the implementation institution established for each subject of elementary education, math education, IT education and science education.

In formulation of the project, JICA followed lesson (2) drawn out of the Study, and adopted a mechanism of developing tutorial manuals that reflected the school needs correctly, by getting municipal/prefectural school supervisors and incumbent teachers involved as the parties most familiar with school, and a mechanism of disseminating adequate teaching methods to educators including managing teachers in model schools through workshops. It also planned to implement explanatory meetings on new teaching methods for parents, issue newsletters and hold open classes, as a mechanism of involving local residents in order to establish new teaching methods in the region. In application of lesson (3), JICA defined the positions of a wide range of project stakeholders and their roles by considering role-sharing with other major donors including the Asia Development Bank (ADB) in the education sector.

As a result of the above-described efforts, tutorial manuals for teachers were prepared for eight courses in four subjects, and distributed to throughout Mongolia with help from ADB. The project is scheduled to keep developing teaching methods and tutorial manuals, and put emphasis on dissemination/establishment of the teaching methods developed with the Mongolian Ministry of Science, Technology, Education and Culture in the latter half of the project. In conducting the dissemination/establishment practices, JICA refers to lesson (4), and purposes introducing/disseminating the tutorial manuals developed by the central government into local governments, utilizing existing training organizations for incumbent teachers. Use of the existing organizations leads to secure ownership of educators in Mongolia in practicing the dissemination of tutorial manuals. It is expected that the efforts will be sustained after completion of the project.

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6. The synthesis study is a study that JICA conducts as part of the thematic evaluation, for drawing out generalized lessons that are likely to be fed back to other JICA programs and projects. It is conducted by collecting evaluation results from a plurality of projects regarding specific issues or sub-sectors, and analyzing common trends and issues, and good practices obtained after comparing a plurality of projects.
7. Eight countries of the Philippines, Indonesia, Cambodia, Egypt, Kenya, South Africa, Ghana and Honduras.