

Part 3

Program-level Evaluation



Part 3 Program-level Evaluation

Program-level evaluation evaluates and analyzes a set of projects in relation to a specific theme or development issue in a cross-sectional and comprehensive manner. Its objective is to draw out common recommendations and lessons and feed them back to efforts for planning and implementing JICA's technical cooperation more effectively. JICA's program-level evaluation is mainly categorized into "thematic evaluation" and "JICA program evaluation."

"Thematic evaluation" consists of (1) a theme-specific evaluation that targets projects related to development issues and aid schemes, and involves evaluation by setting up an evaluation framework in line with characteristics of the theme, and (2) a synthesis study of evaluation that analyzes the evaluation results of projects related to specific development issues and aid schemes in a comprehensive and cross-sectional manner, and draws up recommendations and lessons common to those projects. While the recommendations and lessons drawn from evaluating individual projects tend to be confined to projects as the objects of evaluation, thematic evaluation allows for more generalized recommendations and lessons applicable to individual projects. Evaluation results are used not only for planning and implementing projects, but also for formulating and reviewing program-level aid policies, such as JICA Country Programs and thematic guidelines.

The "JICA program evaluation" is intended to assess "JICA programs" that represent JICA's strategic framework for supporting developing countries to achieve their medium- and long-term development goals. JICA programs have well-defined program goals and cooperative scenarios for achieving those goals, organically integrating various projects and collaborating with other aid agencies during implementation.

In line with JICA program's characteristics, projects are evaluated based on a new concept of "contribution" in contrast to conventional evaluation based on the concept of "attribution."¹

Themes of thematic evaluations are selected based on the priority issues of JICA cooperation and issues of global importance from a medium- and long-term perspective. In fiscal 2006, JICA conducted evaluations by designating the strengthening of local governance, realizing development led by local residents, upgrading health services across the country, and providing emergency assistance in case of disasters as the themes of its projects. Table 3-1 lists the thematic evaluations and JICA program evaluations conducted in fiscal 2006.

Among the program-level evaluations conducted by JICA in fiscal 2006, the following introduces summaries of the evaluation results of JICA programs in Indonesia, Bolivia, Ghana, and Afghanistan, and also outlines "Thematic Evaluation on Capacity Development of Local Administrations."

Table 3-1 Program-level Evaluations (Conducted in Fiscal 2006)

	Title of Evaluation	Target Country
Thematic Evaluation	Thematic Evaluation on Capacity Development of Local Administrations (Second Year)	Indonesia
	Thematic Evaluation on JICA Programs for the Education Sector in Malawi and Vietnam (Second Year)	Viet Nam and Malawi
	NGO-JICA Joint Evaluation: Thematic Evaluation on Community Participation Approach Phase II (First Year)	Honduras, Panama, and Ghana
	Thematic Evaluation on Health Referral System (First Year)	Bangladesh, Viet Nam, and Bolivia
	Synthesis Study of Evaluation on Japan Disaster Relief Program (First Year)	Indonesia, Iran, Maldives, Pakistan, Philippines, Thailand, Sri Lanka, and Morocco
JICA Program Evaluation	Regional Development Program of South Sulawesi	Indonesia
	Program for Water Supply in the Poverty Area	Bolivia
	Program for the Improvement of Health Status of People Living in Upper West Region	Ghana
	Health Sector Program	Afghanistan

1. For the concept of "attribution" and "contribution," see the glossary at the end of this report, and for the method of evaluating JICA programs, see Chapter 1 of Part 3.

Chapter 1 JICA Program Evaluation

JICA Program Evaluation in Fiscal 2006 (General Overview)²

1. Background and Purpose of Program Evaluation Study

In order to enhance the effectiveness of assistance, JICA introduced a program approach in fiscal 1999 and has streamlined individual projects implemented in the past under common cooperation goals by strengthening its cooperation based on the country approach and issue-based approach. In view of recent international trends that donor countries are increasingly required to provide cooperation based on a comprehensive approach to the development issues of recipient countries, and by taking into account aid coordination with other aid agencies. JICA redefined in 2006 the definitions of the program as follows: By replacing “a set of projects that are formulated and implemented under loosely connected common goals and targets” (hereinafter referred to as “conventional programs”) with “a strategic framework to support the achievement of mid- and long-term development goals in developing countries.” JICA has begun building a strategic “JICA program” that places importance on setting mid- and long-term objectives, clarifying the cooperative scenarios, a more organic combination of inputs, and closer coordination with other aid agencies.

Based on the new method of program evaluation recommended in “country program evaluation” (a synthesis study of evaluation proposed in fiscal 2004), JICA has conducted trial JICA program evaluations since fiscal 2005. JICA has made recommendations for the programs evaluated, as well as strived to improve the evaluation method of JICA program.

In fiscal 2006, following an evaluation of the “Honduras Basic Education Strengthening Program” in fiscal 2005, JICA evaluated the “Malawi Basic Education Expansion Program” and the “Viet Nam Primary Education Improvement Program,” as well as JICA programs in four other countries. JICA’s program evaluation primarily could be categorized as (1) ex-post evaluation aimed at validating the effects of program implementation and drawing lessons, and (2) mid-term evaluation mainly aimed at drawing up recommendations concerning the operational management of ongoing programs. The programs evaluated in the four countries are “conventional programs”³ that organized related projects under common strategic goals during the implementation stage. Therefore, the programs lack a cooperation scenario toward achieving program goals and

their definitive indicators. Consequently, the evaluations, regarded as a sort of a mid-term evaluation, were conducted to draw up recommendations to strengthen the strategy of the “JICA program.”

2. Targets of Program Evaluation

The evaluation was targeted at the following programs:

- (1) “Regional Development Program of South Sulawesi” in Indonesia
- (2) “Program for Water Supply in the Poverty Area” in Bolivia
- (3) “Program for the Improvement of Health Status of People Living in Upper West Region” in Ghana
- (4) “Health Sector Program” in Afghanistan

3. Evaluation Framework

This evaluation was made according to the steps in Figure 3-1 and evaluation items in Table 3-2.

(1) Confirmation of Positioning in Development Strategy of Partner Country

It must be confirmed where JICA programs are positioned relative to the development strategy of the recipient government and Japan’s aid policies (on a country and sector/issue basis). The recipient government typically has a number of development strategies that consists of multiple levels (policy, strategy, and project), sectors, and areas involved. The JICA program evaluation attempted to review the characteristics of each development strategy and identify the strategies that form the basis of evaluation, and verified the positioning and priority of programs in the strategies selected.

(2) Confirmation of Strategic Aspect (Plan, Outcome, and Process) of JICA Programs

Strategic aspect is examined from three perspective: 1) whether definitive program goals are set in line with the development strategy in partner countries, 2) whether the appropriate scenario (logical relationships among projects) is established for achieving the goals, and 3) whether there is an organic combination of multiple projects or whether projects are

2. This paper was written and compiled by the Office of Evaluation, Planning and Coordination Department, JICA, and Yuko Kishino (IC Net Limited).

3. In evaluating the program of Indonesia, the target program included the “previous program” that incorporated past cooperation and the “current program” now underway. However, instead of being a “conventional program,” the current program is created in recognition of the more strategic “JICA program.”

coordinated with other aid agencies. When confirming the strategic aspect, a program is generally verified based not only on whether the program was planned and implemented consistently, but also on what outcomes the program has achieved. However, since many target programs at this time were in a stage where goals had not yet been achieved and the purpose of evaluation was to strengthen the strategy of current programs, the evaluation focused on confirming strategic aspects in terms of program planning and implementation.

(3) Evaluation of Contribution

The evaluation grasps the situation of improvements regarding development issues in the development strategy, which is the basis of positioning a program, and evaluates the JICA program's contribution (or its possibility) to the development strategy.

(4) Drawing up Recommendations and Lessons

Based on analyses (1) through (3) above, the evaluation aims to draw up recommendations for the program concerned

Figure 3-1 Evaluation Framework

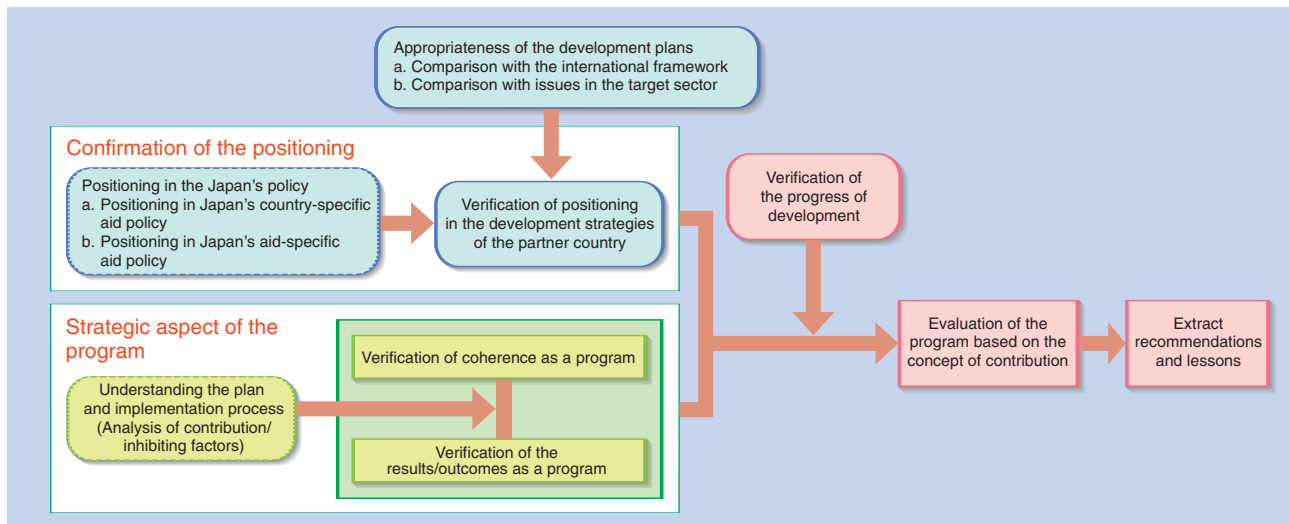


Table 3-2 Evaluation Items and Examples of Evaluation Questions*

Evaluation Item		Evaluation Question	
1. Positioning	Positioning in Japan's policy	1-1-1	How is the JICA program positioned in Japan's country-specific aid policy?
		1-1-2	How is the JICA program positioned in Japan's sector- and issue-specific aid policies?
	Positioning in the development strategy of the partner country	1-2-1	How is the JICA program positioned in the development strategy of the partner country?
2. Strategic aspect of program	Plan	2-1-1	Is the scenario for the achievement of JICA program goals (including the structure of a set of projects) appropriately established (program coherence)?
		2-2-1	To what extent were the goals of individual projects comprising JICA program achieved? What outcomes were attained by the implementation of individual projects?
	Outcome	2-2-2	What outcomes were attained by the coordination of JICA projects comprising the JICA program from the perspective of achieving JICA program goals?
		2-2-3	What outcomes were attained by the coordination of JICA projects and cooperation of other aid agencies from the perspective of achieving JICA program goals?
		2-2-4	To what extent were the JICA program goals achieved?
		2-2-5	Was the selection of comprising projects appropriate for the achievement of JICA program goals?
		Process	(Analysis is made as necessary when evaluating plans and outcomes in order to extract contributing and impeding factors.)
2-3-1	Were the appropriate cooperation and coordination of projects comprising the JICA program attempted at the planning and implementation stages?		
2-3-2	Were appropriate cooperation and coordination with other aid agencies attempted in the planning and implementation of individual projects comprising the JICA program?		
3. Contribution to development strategy		3-1-1	How did the indicators for development goals of the partner country in which the JICA program is positioned progress?
		3-1-2	How did the JICA program contribute to the effect described in 3-1-1 above?
		3-1-3	What outcomes did the JICA program bring to the achievement of development goals by cooperating with other aid agencies?
		3-1-4	Was the JICA program effective and self-sustaining from the perspective of achieving the development goal of the partner country? (What kind of cooperation should be implemented in the future for the achievement of goals?)

Note *: Not all JICA programs have necessarily addressed the questions as stated, and the questions are applied and selected in accordance with individual programs.

and the lessons needed to plan and implement the JICA program more effectively and efficiently, and improve the methods of JICA program evaluation.

4. Results of Comprehensive Analyses of Four Target Programs and the Lessons Learned

To enhance program outcomes and contributions to the recipient government's development strategy, strengthening the strategic aspect of the program at the planning and implementation stages is important. Based on the four programs evaluated in 2006, this section compiles the key lessons for strengthening the strategic aspect of the JICA program by comparing the evaluation results from the perspective of "positioning," "goal," and "scenario." Also interview surveys were conducted with the people concerned about the evaluation of the programs. Page 47 and later pages summarize the results of individual JICA program evaluations - the objects of comprehensive analyses.

(1) Program Goal

1) Levels of goal setting

The programs evaluated, except the "Regional Development Program of South Sulawesi" in Indonesia (the current program), are sets of loosely connected projects (so-called "conventional programs"), common goals, and objects. They were not formulated within the strategic framework as required for the JICA program. At the beginning of the evaluation process, many programs had no "well-defined goals" (the most important factor for developing a program scenario), and no systematic analyses had been conducted of development issues of the recipient governments. For this reason, at the evaluation, a systematic chart of development issues was created in line with strategic goals of the partner countries concerned and the levels of program goals confirmed, as well as compiling the issues to be solved in order to achieve the goals. Based on a comparative analysis of each program, the levels of goals are defined as follows:

- "Program for Water Supply in the Poverty Area" in Bolivia
The "sub-sector level" targeted in the water sub-sector under the basic hygiene sector
- "Program for the Improvement of Health Status of People Living in Upper West Region" in Ghana
The "sector level" targeted in the health sectors in specific areas
- "Health Sector Program" in Afghanistan
The "sector level" targeted in the national-level health sector
- "Regional Development Program of South Sulawesi" in Indonesia
The "cross-sector level" targeted in multiple sectors in a specific region

Generally speaking, the higher the levels of goal setting, the wider the scope of issues to be solved. The goals of the four programs evaluated are set at the same levels as those of the development strategy of the governments concerned (except Bolivia). Therefore, there were wide-ranging issues to be addressed in achieving the goals. Conversely, a limited number

of issues were addressed by the programs, with the inputs of constituting projects and coordination among the projects being insufficient. For this reason, the scenario for achieving the goals is not clear and it was found difficult to achieve the goals under the current plan except the one in Bolivia. In evaluating the "Program for the Improvement of Health Status of People Living in Upper West Region" in Ghana, it was pointed out that there were logical gaps in constitution between the program goal and purposes of the projects constituting the program. The evaluation report proposed that, in addition to reexamining the scenario, the level of program goals be lowered from the sector level to the sub-sector level. Regarding the "Regional Development Program of South Sulawesi" in Indonesia, it was pointed out that the causal relation between the program goal of promoting province-level poverty reduction through development and the goals of the three sub-programs - urban development, promotion of the rural economy, and social development - was unclear. It was pointed out that it is not possible to identify what the projects should work to achieve since the goals of sub-programs are not clearly defined.

The JICA program is supposed to be planned for contributing to the development strategy and specific programs of the recipient government. Therefore, it is essential to make JICA program goals clear. By doing so, the scope of issues that must be solved to achieve the goals (framework of assistance) will become clear, leading to the development of an appropriate scenario for the next stage. The setting of program goals assumes the following: 1) a systematic analysis of the causal relation of the recipient government's development issues, 2) clarification of the aid situation regarding other aid agencies and other Japanese aid schemes within the common framework of assistance for the recipient government's development strategy, and 3) confirmation of program positioning. To enhance contributions to the development strategy and ensure the program's relevance, it is considered essential to narrow down program goals. Also, it is essential to keep in mind the duration of a program, and decide the levels and scope of achievable goals by taking into account the correlation with overall goals, necessity of aid, feasibility of the program, priorities of the recipient government, advantages of Japanese aid, and the programs of other aid agencies.

2) Setting Indicators

Among the programs subject to the evaluation, those for which indicators are set were the "Program for Water Supply in the Poverty Area" in Bolivia and the "Program for the Improvement of Health Status of People Living in Upper West Region" in Ghana. There was no program for which numerical targets were set, though a target water supply rate was set in Bolivia and numerical goals as well as indicators were recommended at sub-program levels in Indonesia through the JICA program evaluation.

As noted above, most of the current programs have no set indicators and numerical targets. To make program goals more precise and manage programs more appropriately, indicators and program targets must be urgently decided. Each indicator, in addition to being reliable and periodically available, must demonstrate the program goal and should be decided after consultation with the recipient government and other aid agencies

involved with the program. Choosing common indicators, such as those stated in development strategy documents of the recipient government or those used by other aid agencies, will not only further clarify the position of the JICA program in the recipient government's development strategy, but also enhance monitoring and evaluation efficiency during program implementation. Where numerical targets for the recipient government's development strategy are available, numerical targets can be set by either creating a scenario based on those targets or examining the baseline data, scale of inputs, and scenarios. In any case, reliable baseline data and calculation bases are required.

(2) Program Scenarios

1) Relevance of a scenario for achieving goals

Because there was neither goal setting based on investigation and analyses at the planning stage nor a scenario for achieving the program goals in the four target programs, various strategic issues surfaced in the evaluation process. In the "Health Sector Program" in Afghanistan, for example, it became difficult to clarify a path to achieve the program goals from the aggregate of projects without a scenario. In the "Regional Development Program of South Sulawesi" in Indonesia, despite the high-level program goals targeted for overall regional development, the evaluation revealed that the program could expect only a limited effect. This is because the scope of cooperation, project scale, and target area of cooperation were limited with lack of scenario of coordination with other aid agencies. Regarding the "Program for the Improvement of Health Status of People Living in Upper West Region" in Ghana, despite the program area covering the eight districts of the Upper West Region, the target area of the key technical cooperation project only covers two districts, without a sufficient scenario for the remaining six districts. Furthermore, while the program goal is supposed to be achieved after achieving the project goals, the program concerned called for a five-year period as did the projects. Conversely, the "Program for Water Supply in the Poverty Area" in Bolivia was a case in point where an efficient and effective scenario that heightens the synergistic effects of collaboration in cooperation with grant aid and other aid agencies was developed, while addressing issues that were raised in the implementation process starting from the development study.

Generally speaking, it is difficult for the JICA project alone to achieve the program level goals. Thus it becomes necessary to develop a scenario where goals are attained through synergistic effects and complementarity with other projects. In this case, JICA must decide its applicable scope of cooperation by analyzing the situation of other aid agencies' activities and the projects implemented by the partner country itself. In addition to examining the collaboration among projects, the ways of coping with issues that are not directly covered by JICA cooperation programs such as those under other Japanese assistance schemes as well as collaboration with other aid agencies must multilaterally be examined.

More specifically, based on the analysis results of situations regarding project implementation and activities planned by the recipient government and other aid agencies, and the analysis results of program scenarios owned by other aid agencies, the possibility of collaboration and cooperation among all parties

concerned must be discussed and examined. Then the scope of cooperation concerning issues dealt with directly by JICA is determined by analyzing in a comprehensive manner the relevance of the program (e.g., assistance policies, experience, performance, competitiveness), the scale of inputs, period, project constitution, target areas, and other aspects. This is the process by which issues determined as outside of JICA's scope of cooperation are incorporated into a scenario for intervention through collaboration.

2) Combination of Inputs of JICA Projects and Collaboration with Other Aid Schemes and Aid Agencies

As stated in 1) above regarding a scenario for achieving program goals, the collaboration and cooperation with other Japanese aid schemes (excluding those of JICA), international organizations, other countries' aid agencies, as well as collaboration among projects implemented by JICA, are indispensable for significant aid outcomes.

The program components in JICA's cooperation schemes are mainly assumed to be development studies, technical cooperation projects, individual experts, training, senior volunteers, and Japan Overseas Cooperation Volunteers. Among these components, what assures significant outcomes in a long-term perspective is the development of human resources based on technical cooperation projects implemented by organically combining the several cooperation tools for achieving goals. This includes the dispatch of experts, training personnel in Japan, and the provision of equipment. In the "Program for Water Supply in the Poverty Area" in Bolivia, it was found that combining individual experts and the Japan Overseas Cooperation Volunteers, with the technical cooperation project playing the central role, achieved significant aid outcomes. This includes complemented sustainability through policy-level approaches and community-based activities, as well as providing support for all related stakeholders from the central government and local governments to local residents.

Forms of collaboration with other Japanese aid schemes such as grant aid cooperation and ODA loan assistance were observed in three programs (except the "Health Sector Program in Afghanistan") at their implementation stages. However, it cannot be said that the programs were collaborated strategically toward achieving their specific goals from the initial stages. Regarding the "Program for Water Supply in the Poverty Area" in Bolivia, collaboration between grant aid cooperation and other aid agencies was strengthened, while cooperating flexibly in the process of implementation, and with a significant effect on program-level goals being achieved. It could be considered an example demonstrating appropriate collaboration in the implementation process, coupled with the proper setting of levels of program goals to ensure significant outcomes by the program. Moreover, the "Regional Development Program of South Sulawesi" in Indonesia (previous program) combined the development studies and ODA loan projects, and combined the technical cooperation projects and grant aid cooperation. The combination of development studies and ODA loan projects showed the most significant outcomes.

With respect to relations with international organizations and other aid agencies, it is effective to consider similar strategic alliances with them. The four target programs were without

collaboration plans from the beginning. However, collaboration with other aid agencies was strengthened while proceeding aid coordination as in the “Health Sector Program” in Afghanistan, and project-level collaborative effects were confirmed in the evaluation. From the perspective of strengthening program strategy, complementary collaboration with other agencies that exploits their strengths and characteristics not only helps avoid a duplication of assistance, but also brings about significant synergistic effects. Collaboration with other aid agencies is also necessary to achieve higher program goals that could not be attained by individual projects.

(3) Management for Program Formulation and Implementation

1) Coordination with the related institutions of partner countries and other aid agencies

Among the programs evaluated, there were cases, such as the “Regional Development Program of South Sulawesi” in Indonesia, where fundamental plans for the program were drafted and agreed upon by establishing a regional office handling JICA assistance in the province, and engaging in repeated negotiations with the provincial government from the initial stage of program formulation. These processes have not merely enhanced the provincial government's sense of ownership for the program, but also deepened the relationship with JICA in terms of mutual trust, with smooth implementation of the program expected in the future.

The “Program for the Improvement of Health Status of People Living in Upper West Region” in Ghana, on the other hand, was not fully acknowledged as a program by the Ghanaian government and other aid agencies at the time of evaluation. Since the central government was not involved in the process of formulating technical cooperation projects that constitute the program, it was unable to understand and support Japan's cooperation for the Upper West Region. Regarding collaboration with other aid agencies, as JICA was not well aware of the aid programs administered by those agencies, it plans the program without coordinating with those aid agencies. The Ghanaian government finally acknowledged this program when JICA conducted the evaluation survey under these circumstances.

Contributions to achieving the development strategy goals can be considered devised and realized in a close collaboration involving the recipient government and other aid agencies in a long-term perspective. For this reason, related institutions should acknowledge JICA's cooperation as part of the recipient government's development program. However, there would be cases where joint programs become difficult due to various reasons such as an inadequate sharing of information and the implementing party's lack of understanding. It would therefore be desirable to adjust programs where necessary to contribute to the development goals through mutual program monitoring, information sharing, and consultation with the recipient government and other aid agencies at every stage of program planning, implementation, and evaluation.

2) JICA's Program Implementation System

In addition to program planning being strategic, the program implementation system is expected to achieve program goals and contribute to development strategy goals. In the “Program



Activities at a healthcare center (Regional Development Program of South Sulawesi in Indonesia - Regional Healthcare Project of South Sulawesi)

for Water Supply in the Poverty Area” in Bolivia, the JICA Bolivia Office, which serves a role in coordinating the program in general, maintains smooth operations and achieves significant outcomes by assigning national staff to managerial positions. In the “Regional Development Program of South Sulawesi” in Indonesia, it was suggested to set up a mechanism in the implementation management system where coordination required projects in the sub-programs and reviews of the program plans could be discussed and addressed, with the provincial government's initiative. Moreover, in the “Program for the Improvement of Health Status of People Living in Upper West Region” in Ghana, it was suggested to utilize the program coordination committee as an overall management function of the program and strengthen the monitoring activities of the JICA Ghana Office. In the “Health Sector Program” in Afghanistan, it was recommended to assign the staff in charge of program management and aid coordination to the JICA Afghanistan Office, and improve communication between JICA headquarters and the JICA Afghanistan Office.

Since the JICA program involves the combination of a number of projects, as well as coordination and cooperation with other aid schemes and aid agencies, there are many related institutions with which to coordinate, entailing a large amount of information amid a complicated environment. Properly managing such circumstances and contributing to the achievement of the development strategy goals require the development of a program implementation system, including the assignment of a program manager possessing strong leadership, expertise, and experience in aid coordination.

5. Issues Concerning Program Evaluation Methods

The issues concerning the evaluation methods that surfaced in the latest program evaluation are as follows:

(1) Judgmental Criteria of “Positioning,” “Strategy,” and “Contribution” of the Program

In principle, the program is comprehensively assessed based on the concepts of its “positioning,” “strategy,” and “contribution,” although the standards and basis of judgment cannot be considered clearly defined under present circumstances.

Program “positioning” is presently evaluated from the standpoint of whether the program purpose is consistent with the development policy and strategy. When analyzing the four programs, the selection criteria of development strategy and the judgmental criteria and basis of development priorities were found ambiguous. Also, the reason explaining the relevance of JICA's assistance such as the verification of importance relative to other development issues in the target sector would not be convincing. JICA programs are aimed at contributing to achieving the development strategy goals of the recipient government on a long-term basis. Therefore, it is necessary to determine not just “consistency” with the development strategy, but also the “importance” of the development strategy, while considering the opinions of the government and other aid agencies.

Program “strategy” is evaluated based on whether the program goals are clearly defined and a proper cooperation scenario of an organic combination and coordination of projects is designed and implemented. More specifically, such evaluation is based on whether the goals and indicators are clearly set and the scenario is determined by verifying the path from the achievement of project purposes to achievement of program goals, including the program structure and the synergistic effects of collaboration. However, in order to be determined an “organic and proper scenario,” explaining logical rationality of the scenario is not satisfactory. It requires that its validity be proved in other examples, and must be evident from a technical perspective. In the future, it would be necessary to develop a basis for determining the strategic aspect of a scenario such as 1) analyzing other aid agencies' scenarios for each sub-sector, 2) accumulating evaluation examples regarding scenarios and contributions, 3) promoting the participation of experts in the development issues concerned and enhancing the capability to analyze development issues from a technical perspective, and 4) utilizing the knowledge of JICA's issue-based departments.

Program “contribution” is supposed to be comprehensively evaluated from contributions to the development strategy goals, although clearly defined judgmental criteria has not been developed yet. While program positioning is evaluated based on the recipient government's development strategy as a whole, the strategic aspect of a program is assessed within the scope of the program. For this reason, where JICA's program goals are positioned lower than the development strategy goals, the analytical scope of program positioning and its strategic aspect may differ. When considering “what the program contributes to,” it is obvious that there are JICA program contributions to the development strategy goals and those of JICA's cooperation components (such as individual projects) to JICA program goals. When the evaluation of the four programs was checked from this viewpoint, it was evident that “what the program contributes to” was varied. In the “Regional Development Program of South Sulawesi” in Indonesia, although there was a lack of definitive indicators due to the program goals and development strategy goals being at the same level, the concept of “contribution” itself was not difficult. In the “Program for Water Supply in the Poverty Area” in Bolivia, the program goals are positioned slightly lower than the development strategy goals. However, the contributions of

the JICA program were evaluated relative to the government's development strategy goals of improving the quality of water, sanitation services, and the diffusion rate. Conversely, in the “Health Sector Program” in Afghanistan, while the program goals and development strategy goals were at the same level, the development strategy had wide-ranging goals, but the program goals were also ambiguous at the time of evaluation. As a result, the evaluation results do not indicate clearly what contributions were expected. Moreover, in the “Program for the Improvement of Health Status of People Living in Upper West Region” in Ghana, despite the program goals and development strategy goals being at the same level, evaluation found that the program goals were too high compared to the program period and quantity of inputs to achieve the program goals under the present situation. Therefore, it was recommended to lower the level of the program goals. Although the contributions of JICA cooperation components to the program goals in this case would be strengthened, it would be necessary to take note of contributions to the higher goals of the development strategy from a longer-term perspective evaluated as program “positioning” in the development strategy.

(2) Implementation System of Program Evaluation

Under the current system, the Evaluation Study Committee consisting of JICA's overseas offices, domestic relevant divisions including the Planning and Coordination Department, evaluation advisors, and consultants investigate and evaluate JICA's program, with the Regional Department of JICA playing a central role. When conducting an evaluation at the initial and intermediate stages of the program, formulating a strategic scenario and strengthening an implementation system at the field level become important. Consequently, personnel familiar with the situation of the country concerned and possessing expertise in the sector involved, or those with experience in aid coordination must be encouraged to participate in the implementation system. JICA's internal system for its programs would also require improvements. When making a technical decision concerning specific development issues, JICA's issue-based departments which accumulate knowledge on the issues, support the evaluation survey. Also when conducting a field study, allocating competent local personnel in accordance with the objectives and expertise required for the study could be expected to make the study more efficient.

JICA Program Evaluation

“Regional Development Program of South Sulawesi” in Indonesia

1. Summary of Evaluation Study**(1) Background and Objectives**

While Indonesia has been developing across the country, it has created a development disparity among its regions, causing a variety of issues in the country. Since the widening development disparity between western Indonesia and eastern Indonesia is particularly significant, the development of the country's eastern region is an important policy for the Indonesian government. Since the 1960s Japan has been implementing numerous cooperations in South Sulawesi Province, the center of the economy and distribution among the 12 provinces of eastern Indonesia. The purpose of this evaluation study is to confirm JICA's contributions⁴ to the province, improve the cooperation scenario for the “Regional Development Program of South Sulawesi”⁵ based on the lessons learned from it, and make recommendations for program goals to be achieved in the future.

(2) Evaluation Study Period and Team**1) Evaluation Study Period**

From December 2006 to March 2007 (Field study: February 5-24, 2007)

2) Evaluation Study Team

An Evaluation Study Committee composed of the JICA Indonesia Office, Planning and Coordination Department, Japan Bank for International Cooperation (JBIC), external advisors (evaluation advisors), and consultants was established, with Regional Department I (Asia) of JICA playing a central role. The field study team, based on discussions at the committee and field study results, has written and compiled an evaluation report.

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(3) Scope of Evaluation

The objects of this survey comprise two groups of assistance: 1) cooperation (previous program) implemented from the 1960s to 2005 in South Sulawesi Province, and 2) cooperation (current program) implemented by JICA since 2006 under

the “Regional Development Program of South Sulawesi.” Under (1) above, there are fifty projects listed (Table 3-3), comprising JICA projects, ODA loan projects, and grant aid projects. For convenience's sake, the projects are divided on the constitution of the current program into three sectors: 1) urban development, 2) regional economy promotion, and 3) social development. This evaluation focused on 20 projects after 1995. Eighteen projects are listed under (2) above (Figure 3-2), consisting of JICA projects and ODA loan projects that constitute three sub-programs - 1) Maminasata urban development, 2) regional economy promotion, and 3) social development. The above three regional development approaches are aimed at promoting poverty reduction in South Sulawesi Province by addressing development issues, such as urban sprawl, a low-added-value economic structure, and lack of social services.

(4) Evaluation Period Covered

- 1) Previous program: From 1995 to 2005 (including projects since the 1960s depending on sector)
- 2) Current program: From 2006 to 2015

2. Circumstances Surrounding the Development of South Sulawesi Province**(1) Development Issues, Policies, and Efforts of the Indonesian Government**

Until the latter half of the 1990s, the Indonesian government had been pushing ahead with its Sixth Five-Year National Development Plan (REPELITA) (1994-1998), pursuing policies focused on government-led economic growth. Since 1997, however, the government, in responding to government instability triggered by the Asian economic crisis and its aftermath, has been forced to make drastic changes in its political system and economic policies. As a result, the priorities of the government's national policies have drastically shifted from the economy to its citizens, and from centralized to decentralized government. The National Development Program (PROPENAS) (2000-2004) announced in 2000 acknowledged for the first time the importance of regional development. The present national policies are based on the “National Medium-Term Development Plan” (RPJM) (2004-2009) that followed in the wake of PROPENAS, with correcting regional disparities in development as a continuous important issue.

Among the 12 provinces of eastern Indonesia that lag behind in terms of infrastructure, rural economy, and human resources, South Sulawesi Province is an important strategic place for transportation and trade due to its geographical location, which offers a strategic point for regional development.

4. Including grant aid cooperation and loan aid cooperation

5. It was signed between the ODA Task Force in Indonesia and the governor of South Sulawesi Province in May 2006.

However, it faces a number of issues that impede regional development, and diverse efforts in line with provincial strategic plans - South Sulawesi Province REPELITA (-2003) and RENSTRA (2003-2008) - have been made thus far.

The issues facing the urban development sector include urban sprawl, the lack of urban amenities, and inadequate infrastructure in Makassar, the capital and largest city in the province. The Indonesian government designated Parepare in South Sulawesi Province as the comprehensive economic development area in the province, a hub of provincial economic growth, and launched a program to induce private-sector investments. In addition, the South Sulawesi provincial government established the Maminasata metropolitan area that includes Makassar with its improved port and distribution facilities, and the regencies of Maros, Gowa, and Takalar based

on the development plan of PROPENAS. It launched programs aimed at promoting the area's economic development, improving its urban environment and economic infrastructure, and strengthening its governance.

The issues facing the regional economy promotion sector stem from the fact that although South Sulawesi Province has distribution hub functions, it has merely been viewed as a supply region of raw materials without a well-developed manufacturing industry. As a result, the province has had to achieve further economic growth in the region by exploiting its geographical advantages, promoting the local industry, utilizing its resources and adding value to products produced in the province. As one of the measures to rebuild the economy in the wake of the Asian economic crisis, the government stressed the promotion of small and medium scale industries, and provided

Table 3-3 Former Projects in South Sulawesi Province

No.	Project Title	Cooperation Scheme	Year	Sector
1	Bili-Bili Multipurpose Dam Project (I~III)	ODA Loan	1991-1999	Urban Development
2	Industrial Training Center in Sulawesi	Project-type Technical Cooperation	1974-1980	Urban Development
3	Study on Ujung Pandang Industrial Estate	Development Study	1976-1977	Urban Development
4	Study on Bakarru Hydroelectric Power Plant Project	Development Study	1976-1977	Urban Development
5	Study on the Master Plan of Water Resource Development in Middle South Sulawesi	Development Study	1976-1979	Urban Development
6	Study on Lower Jeneberang River Flood Control 1, 2	Development Study	1979-1982	Urban Development
7	Ujung Pandang Industrial Estate Project	ODA Loan	1978-1979	Urban Development
8	Study on Ujung Pandang Shipyard Expansion Project	Development Study	1979-1980	Urban Development
9	Lower Jeneberang River Urgent Flood Control Project	ODA Loan	1983-1993	Urban Development
10	Bakaru Hydroelectric Power Plant Project	ODA Loan	1984-1992	Urban Development
11	Study on Water Supply Development in the City of Ujung Pandang	Development Study	1984-1985	Urban Development
12	Ujung Pandang Shipyard Expansion Project	ODA Loan	1989-1991	Urban Development
13	Study on Urban Road Development in Ujung Pandang	Development Study	1987-1989	Urban Development
14	Local Road Development Project	ODA Loan	1987-1990	Urban Development
15	Ujung Pandang Water Supply Rehabilitation Project	ODA Loan	1990-1993	Urban Development
16	Local and Urban Road Development Project	ODA Loan	1990-1994	Urban Development
17	Ujung Pandang Port Urgent Rehabilitation Project	ODA Loan	1992-1998	Urban Development
18	Study on the Master Plan of Container Cargo Handling Ports & Dry Ports and its Connecting Railway	Development Study	1994-1995	Urban Development
19	Ujung Pandang Water Supply Development Project	ODA Loan	1994-2002	Urban Development
20	Master Plan and Feasibility Study on Waste Water and Solid Waste Management for the City of Ujung Pandang	Development Study	1994-1996	Urban Development
21	Feasibility Study on Ujung Pandang Coal Fired Steam Power Plant Development Project	Development Study	1994-1996	Urban Development
22	Study on the Development of Poko Hydroelectric Power Plant	Development Study	1994-1995	Urban Development
23	Bili-Bili Irrigation Project	ODA Loan	1997-2004	Urban Development
24	Rural Water Supply Project in Sulawesi Island	Grant Aid	2000-2002	Urban Development
25	Rehabilitation Project of the Gowa Paper Mill	ODA Loan	1969	Local Industry
26	Bone Sugar Factory Project	ODA Loan	1973	Local Industry
27	Sericultural Industry Development	Grant Aid	1976	Local Industry
28	Integrated Agricultural and Rural Development Project in Southeast Sulawesi	Project-type Technical Cooperation	1976-1982	Local Industry
29	Sericultural Industry Development	Project-type Technical Cooperation	1976-1985	Local Industry
30	Leading Agricultural Engineer Training Project	Project-type Technical Cooperation	1979-1988	Local Industry
31	Leading Agricultural Engineer Training Project	Grant Aid	1980	Local Industry
32	Rice Pest and Disease Forecasting and Control Center	Grant Aid	1984	Local Industry
33	Forest Conservation Project in South Sulawesi	Project-type Technical Cooperation	1988-1995	Local Industry
34	Study on the Gilirang Irrigation Project	Development Study	1992-1995	Local Industry
35	Establishment of Regional Export Training and Promotion Centers	Technical Cooperation Project	2002-2006	Local Industry
36	Water Users Association Project in the Republic of Indonesia	Technical Cooperation Project	2004-2007	Local Industry
37	Advisor for Regional Educational Development and Improvement	Expert Dispatch	2006	Social Development
38	Project for Strengthening District Health Services in Sulawesi	Grant Aid	1995	Social Development
39	Support to Establish the Development Policy of Eastern Indonesia	Expert Dispatch	1995-1998	Social Development
40	Project for Strengthening District Health Service in Sulawesi	ODA Loan	1996	Social Development
41	Implementation Support for Integrated Area Development Project in Barru District	JOCV	1996-2000	Social Development
42	Project for Strengthening District Health Services in Sulawesi	Project-type Technical Cooperation	1996-2001	Social Development
43	Project for Construction of Health Manpower Training Institution in North Sulawesi and Improvement of Health	Grant Aid	1997	Social Development
44	Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Programs	Project-type Technical Cooperation	1997-2001	Social Development
45	Ensuring the Quality of MCH Services through MCH Handbook Project in the Republic of Indonesia (as a quasi-important province)	Project-type Technical Cooperation	1998-2003	Social Development
46	Project for Regional Development Policies for Local Governments	Technical Cooperation Project	2001-2005	Social Development
47	Project for Human Resource Development for Local Governance	Technical Cooperation Project	2002-2005	Social Development
48	Community Empowerment Program with Civil Society	Technical Cooperation Project	2004-2006	Social Development
49	Project for Human Resource Development for Local Governance Phase II	Technical Cooperation Project	2005-2007	Social Development
50	Project for Improvement of Health Management Capacity in Local Governments in South Sulawesi	Technical Cooperation Project	2005-2009	Social Development

policy support targeted at economic efficiency and social issues. The policy for local industry promotion was aimed at economic growth through the market mechanism, and revitalization of the regional economy by improving the economic circumstances of small-scale industries and farmers.

The major issue in the social development sector was the Human Poverty Index and Human Development Index⁶ that were lower than in other regions. Part of the reason was inferred to be inadequate social services regarding equal opportunity for basic education and healthcare services after the introduction of decentralized government. This was due to the poor social service management capacities of local governments and lack of financial resources. The regional disparities in social services are another issue. With respect to education, the South Sulawesi provincial government, in line with the new education development plan by the Ministry of Education, introduced a provincial plan to promote basic education aimed at improving access to basic education and the quality of education, and devised a strategic plan to ensure governance and transparency. With regard to health sector, the provincial government formulated a development strategy for the health sector (2002-2007) that clearly calls for a program to strengthen healthcare and nutrition. Moreover, it set up health committees to link the health administration system and local communities in provinces, regencies, and villages, conducting activities known as the DesaSIAGA movement to promote a healthy lifestyle.

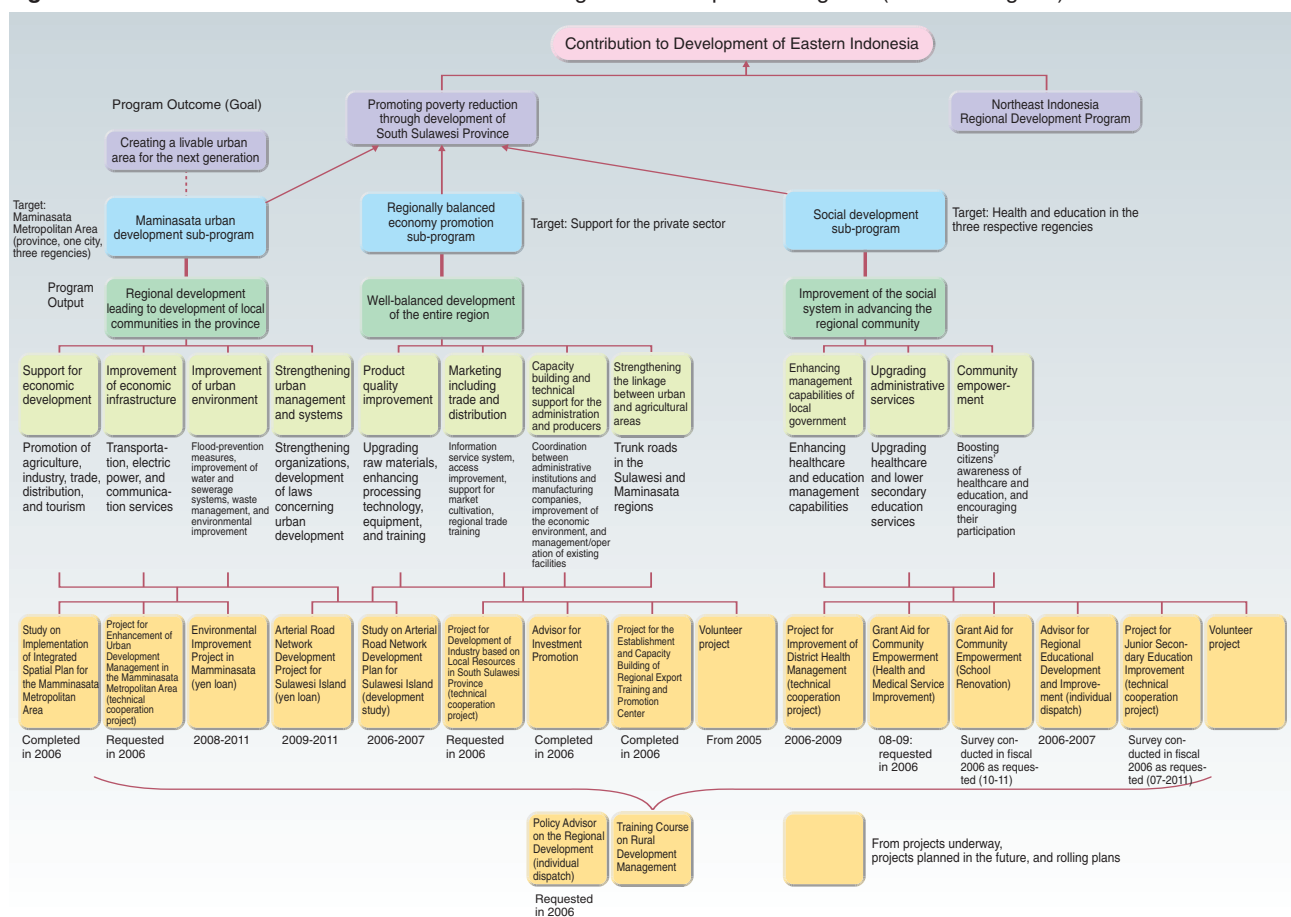
(2) Activities of Other Aid Agencies

Other aid agencies' past cooperation for the urban development sector include the road improvement projects by the World Bank and the Australia's aid and electric power development projects, communications system upgrading projects, and the airport function upgrading projects by the Asian Development Bank. Concerning improvements in social services relative to the quality of life for residents, the Canadian International Development Agency and the U.S. Agency for International Development have been directly contributing to social environment improvements through small-scale infrastructure improvement projects. These include a water supply project, sanitation improvement project, and social welfare service project.

In the regional economy promotion sector, both the Asian Development Bank and the World Bank have rendered assistance to micro as well as small and medium scale enterprises since 2000. The U.S., Canadian, and Australian governments have been providing assistance focusing on the agricultural and fishery products processing industries.

In the social development sector, the Asian Development Bank and the World Bank have been taking a comprehensive approach to expanding educational opportunities and improving the quality of education by combining such projects as repairing and building schools, constructing libraries and laboratories, distributing textbooks and teaching materials, and retraining teachers. German Technical Cooperation (GTZ) and

Figure 3-2 Master Plan for South Sulawesi Province Regional Development Program (Current Program)



6. The human development index is composed of variables of average life expectancy, educational performance measures, and the actual per capita GDP.

the Australian Agency for International Development (AusAID) have been providing technical cooperation including teacher training and the development of teaching materials. In the health sector as well, the Asian Development Bank and the World Bank have been addressing the decentralization of authority, reform of the health system, establishment of a health financial system, and provision of social services for the poor. In addition, the United Nations Children's Fund and AusAID have been rendering assistance in the fields of maternal and child health.

(3) JICA's Activities

In this section, we will overview Japan's assistance performance by sector (previous program) up to 2005.

In the urban development sector, JICA had implemented a number of cooperation projects in cities and areas surrounding South Sulawesi Province since the 1970s to early 2000s to improve public services. The projects include improvements in the urban environment (water resource development, flood control, water and sewerage systems, and waste treatment) and economic infrastructure (roads, ports, electricity, and industrial complexes).

In the regional economy promotion sector, JICA had offered cooperative projects from the late 1960s through the latter half of the 1970s aimed at increasing rice harvests, which entailed irrigation projects, cultivating agricultural engineers, and taking measures against diseases and pests. JICA also provided cooperation to develop the paper manufacturing, sugar production, and sericulture. With respect to environmental preservation, JICA has been offering cooperation for the transfer of afforestation technology since 1988.

When analyzing its activities for the social development sector, JICA first dispatched experts on rural community development in 1993. Since then, JICA has continuously implemented projects for regional development, institutional development and human resource development of administrative officials, targeting on local governments, communities, and NGOs. JICA's projects in the educational sector got off to a start when it dispatched short-term experts in 2006, and it plans to start technical cooperation for elementary and secondary education in fiscal 2007. In the health sector, the Japanese government implemented a grant aid project to upgrade local public health centers in 1995. And JICA continuously implemented cooperation by organically combining an ODA loan project and a technical cooperation project until the project for maternal and child healthcare ended in 2003.

In 2005, JICA started to promote its program approach for the regional development of South Sulawesi Province. In December 2005, with the JICA Indonesia Office playing a central role, the Makassar Field Office (MFO), which would become a regional office in South Sulawesi Province, was newly established and then negotiated to draw a detailed program plan with the Indonesian side. In May of 2005, the provincial government and JICA officially agreed upon the program plan.

3. Evaluation Results

(1) Previous Program

1) Program Positioning

1. Japanese policy

Before the "Country Assistance Program" was formulated, the aid policies and priority fields had been decided through policy dialogue, with the Japanese government dispatching a mission. The 1994 "ODA Country Aid Policy" called for the "securing of equality" as one of five priority fields in which the "development of eastern Indonesia" (alleviation of regional disparities) was clearly stated. The "JICA Country Program" for fiscal 2001/2002, established in line with the policy, definitely states the necessity to support decentralization that takes into consideration regional disparities as part of "support for good governance," a priority field of assistance. The previous program, aimed at improving economic infrastructure and urban environment, support for food production, the empowerment of residents, human resource development of local administrative officials, and upgrading of healthcare services, not only contributed to alleviating regional disparities, but also are consistent with Japan's "ODA Country Aid Policy."

2. Development plans of the Indonesian side

The development plans during the evaluation survey included "REPELITA," "PROPENAS," and "RPJM" (national-level planning), as well as "REPELITA" and "RENSTRA" (provincial-level strategic planning). All the projects are implemented based on the national development plan. In this survey, however, in an attempt to assess the current relevance of the program and draw lessons for improving the scenarios for the current program, "RENSTRA" was selected to validate JICA program positioning.

There are 25 programs formulated in "RENSTRA" based on the four basic policies of 1) improving the quality of life for residents, 2) enhancing sustainability of the regional economy, 3) improving the quality of communities, society, and the nation, and 4) empowering local communities and government. An item called 5) "regional infrastructure" (society, economy, systems), which supports above-mentioned policies overall, was added in order to take a well-balanced view that considers diversity of the projects in the program. As a result, more than half of the projects (mainly economic infrastructure projects) in the previous program were classified under 5), followed by 2) and 1). Therefore, the previous program could be positioned as an assistance program contributing to building a foundation for development through the improvement and strengthening of infrastructure, and by enhancing citizen's lives and the regional economy.

2) Program Strategy (Planning and Outcomes)

Since the previous program were not originally planned as a JICA program, this section only refers to program outcomes.

In the urban development sectors, each individual project achieved considerable project-level outcomes. Projects targeted at river improvement, the construction of dams and hydraulic power plants, and port rehabilitation, which were recommended in the development studies and implemented by ODA loans, exhibited significant performance. It largely contributed to "upgrading public services" and "improving the

regional function within urban areas” as stated in RENSTRA. In the regional economy promotion sector, since some projects for fostering industry implemented in the 1960s through 1980s discontinued production, the sustainability of these projects was found relatively low. However, there were some projects involving sugar mills and development of the sericulture that played a certain role having relevance to current policies for the regional economic development. The food production project (through improvement of irrigation systems and associations) and environment preservation project (through improvement of river basin management technology and the stability of community life) respectively contributed to the Indonesian government's development plans. In the social development sector, JICA's projects contributed to improving healthcare services in relatively large areas by upgrading the health services and maternal and child health in those areas. Due to efforts of the Indonesian government and assistance from other aid agencies in addition to the JICA's projects, the infant and maternal mortality rates in South Sulawesi Province significantly declined from the first half of the 1990s to 2003. As seen in creating a community participation development model for the rural development project aimed at reducing poverty and establishing regulations to promote the model, the previous program largely contributed to the empowerment of people in line with the decentralization process, the fostering of administrative officials, and poverty reduction.

3) Contribution of the Program

Most of the previous program indirectly contributed to accelerating regional development. However, it is difficult to accurately evaluate their contributions to changes in the development situation because the program had no common specific goals.

(2) Current Program

1) Program Positioning

1. Japanese policy

The policy paper on Japan's present development aid to Indonesia entails the “Country Assistance Program” published in 2004. The program advocates “sustainable growth driven by the private sector,” “building democratic and fair society” and “peace and stability” as the three strategic fields. Among these fields, “building democratic and fair society” calls for “poverty reduction,” and the current program was planned in line with this policy. The 2006 “JICA Country Program” calls for implementation of the “Program for Supporting Development of Eastern Indonesia” under the one of priority issues “poverty reduction.” The current program is positioned as one of the programs for poverty reduction along with the “Northeastern Indonesia Regional Development Program.” This program is a comprehensive, crosscutting program targeted at a specific area, and specifies South Sulawesi Province with considerable Japanese aid performance as a pilot area for development of the province's eastern region.

As noted above, since the Country Assistance Program and JICA Country Program clearly support poverty reduction, it is evident from Japanese aid policy that the program enjoys definitive positioning with considerable political commitment.



Facilitator to feed back training results to residents (community development project with the participation of civil society)

2. Development planning of the Indonesian side

As noted above, the current program is planned along with RENSTRA. When the current program was streamlined in a similar way since the previous program were classified in accordance with the four basic policies, five projects of the Maminasata urban development sub-program were classified as 5) “regional infrastructure” (society, economy, systems), six projects of the regional economy promotion sub-program as 2) “improvement of the sustainability of regional economy,” and seven projects of the social development sub-program as 1) “improvement of the quality of life for residents.” The “improvement of the quality of life for residents” entails “improving the quality of education,” “enhancing equality,” and “improving health and nutrition,” along with education and health sector, which constitute the current program, especially lower secondary education and healthcare in the regional community, and are designated as top priorities in RENSTRA.

As described above, the current program is aimed at a well-balanced development of the community and economy based on collaboration and cooperation between urban and rural areas, by building an urban area and making it an engine for the economic development of South Sulawesi Province. And since the program is intended to develop the area by developing capacities related to decentralization, their consistency with RENSTRA can be considered high.

It is also evident that current program has limited cooperation in their target fields and geographical areas relative to RENSTRA's diversified policy objectives. More specifically, “urban area development” is intended to improve part of the socioeconomic infrastructure of the Maminasata urban area. In contrast, “regional economy promotion,” targeted in regions other than Maminasata, is intended to develop competitive products, aiming at promoting local industry. Moreover, “social development,” also targeted in areas other than Maminasata, is supposed to provide cooperation limited to the education and health sectors among various social services.

2) Program Strategy (Plans and Outcomes)

In conjunction with the “Northeastern Indonesia Regional Development Program,” the current program is aimed at helping to achieve the goals of the “Eastern Indonesia development program,” a major program. Under the three sub-programs, the current program, based on a combination of “urban and rural

areas” and “economic and social development,” is aimed at promoting local industry in conjunction with the urban area stimulating development, prosperity for the entire region, and poverty reduction. The program demonstrates a certain strategic features. However, because the goals of the sub-programs - “regional development that stimulates development of the province,” “well-balanced development of the overall community,” and “improvement of social systems for greater prosperity of the regional community” - are not clear enough, the positioning of the projects - the components for achieving these goals - is made obscure. To achieve the program goals by 2015, targeted at a province with a population of 7.6 million, the possibility of each sub-program achieving the outcomes is rather limited due to an insufficient scope of cooperation, project scale, and target region. The strategy of each sub-program is as follows:

The Maminasata urban area development sub-programs are focused on improving the urban environment and socioeconomic infrastructure. However, in order for the program to become an engine for regional development, they would require proper urban management and the strengthening of various systems based on the rule of laws, as well as improvement of organizations and the urban development management system. The strategy of the regional economy promotion sub-program consists of the comprehensive development of urban areas and rural communities by strengthening the linkage between cities and agricultural communities based on the promotion of local industry (formation of industrial clusters), and upgrading the transportation infrastructure. However, since the only transportation infrastructure being planned is the trans Sulawesi road, an approach to promoting community-based industry and inviting manufacturing businesses from other regions must be considered to realize “well-balanced development” in connection with the promotion of local industry. In view of the limitations on inputs and efficiency, it is necessary to improve the issues, that JICA cannot address, by coordinating with the Indonesian government and other aid agencies. The social development sub-program allowed for coordination between school healthcare and regional health services, effective health education, and the enlightenment of local residents about health knowledge. This was provided by combining the target issues of cooperation in the fields of education and health (i.e., deploying cooperation in two different fields in the



Tooth-brushing campaign (Regional Healthcare Project of South Sulawesi)

same community of the same province). Considering the fact that the effectiveness of technical cooperation implemented there was already verified in other provinces, and the sub-program takes an approach to extend the model developed in the target model province across the country, the program can be considered effective and efficient. In the field of education, the program overlaps with the activities, contents, and target areas of other aid agencies, making it necessary to share information and properly allocate resources among the institutions concerned. Considering the fact that the sub-program is limited to three regencies and the characteristic of education and health sector, it takes time before the aid yields outcomes, making it difficult to achieve program goals.

3) Program Contribution (Possibility)

Since the current program is aimed at balanced development of the economy and society by grasping “development” in a comprehensive manner, it is expected to make contributions to poverty reduction in South Sulawesi Province. However, as described above, in view of the current program and their scale, it would appear that its contributions are limited. When taking into account the contributions to improving capabilities of the Indonesian government, this program would be expected to contribute to strengthening local government, decentralization, and empowerment of community organizations.

4. Lessons Learned

Among the lessons learned from the evaluation of the previous program, what is important for the current program is the following four points:

- (1) Regional development requires in addition to support for such infrastructures and facilities, support for systems and institutions including facilities maintenance and management, the improvement of systems, and collaboration among projects to enhance program sustainability and effects. When planning a program, it is vital to encourage the recipient government to participate in the program, ensure program ownership, and strengthen its capacities.
- (2) Supporting an economic promotion requires not just production support, but also comprehensive support for processing, distribution systems, and improvement of the business environment.
- (3) The previous program was not planned and implemented as a full-fledged program. However, the monitoring implementation plan must be incorporated into the overall plan for program strategy, and the program must be flexibly revised in response to monitoring results. Furthermore, program monitoring requires establishing an operational management system and assigning a program manager.
- (4) In spite of the rapid decentralization since 2001 that changed the authority, roles, and responsibilities of the provincial and prefectural governments, the current operations do not catch up with the changes. Under these circumstances, by analyzing the absorptive capacities of the recipient government, support for organizational capabilities must be incorporated into the program. It is also necessary to discuss methods of cooperation how to model and disseminate the support related to decentralization, and formulate an exit strategy or clarify the roles of the provincial and regency/city governments.

5. Recommendations

In view of the lessons learned from evaluating the previous program and the issues of the current program, recommendations for program improvement are as follows:

- (1) Since the goals of the sub-programs are ambiguous and without indicators being set up, it is difficult to identify the projects as necessary means. To begin with, it is necessary to plan to deploy projects that can be implemented and single out individual projects after clarifying their goals and indicators. It is essential to develop a scenario for achieving the program goals, including those involving other than Japanese cooperation, and prepare an action plan with the agreement of the Indonesian government.
- (2) How to manage coordination among sub-programs remains an issue to be discussed further. There are two alternatives: whether to deploy projects coordinated among sub-programs to focus on achieving the program goal, or deploy projects by focusing on achieving sub-program goals.
- (3) If attaching importance to “regional economy promotion” is to ensure development coordination between the urban area and local community, additional projects should be considered as a core role or role of an engine in the overall program.
- (4) According to the current program plan, the causal relationship between program goals and the three sub-programs is ambiguous. Since designating the program goal of regional development as “poverty reduction” seems somewhat irrelevant, the goal should be revised to “well-balanced economic progress and social development.” If the goal is to

remain unchanged, poverty class should be identified, then projects focused on taking measures to fight poverty must be considered.

- (5) Although the regency and city are the implementing authorities of local administration, and the province takes a role to expand the outcomes of projects to other regencies and cities, they are not well-coordinated actually. It is therefore necessary to reconsider approaches relevant to the sub-programs in accordance with administrative instructions of the decentralization-related laws, and clarify the roles of the province, regency, and city.
- (6) Since program goals are set at a high level, the constituting projects are wide-ranging. To manage the program properly, it is vital to establish an implementation management system as soon as possible. More precisely, while clarifying the relationship with the “local committee to support eastern Indonesia development,” it is important to position the provincial counterparts at the center of the system, clarify their responsibilities and collaborate with them, and ensure that these efforts lead to their capacity development.
- (7) Based on the discussion with the Indonesian side, set up program goals and specific indicators, making the relation with the sub-programs clearer.
- (8) It is important to establish monitoring and evaluation systems in order to grasp the situation of program implementation and improve it where necessary. In implementing the current program involving large projects, it is essential to maintain a close collaboration between JICA Headquarters and the Indonesia Office.

JICA Program Evaluation

“Program for Water Supply in the Poverty Area” in Bolivia

1. Summary of Evaluation Study

(1) Objectives

This evaluation study was conducted for the purpose of strengthening the strategy of the “Program for Water Supply in the Poverty Area” in Bolivia that JICA positions as a strategic program for the Latin America region. This program aimed at addressing the extremely low water supply rate of 47.6 percent (2005) and instability in terms of water quantity/quality in agricultural communities in cooperation with the underground water development (for sinking wells) supported by grant aid cooperation. Therefore, this program has been supporting more effective use of water supply facilities and community development assisted by technical cooperation projects and volunteer programs. This study attempts to systematically review JICA's past efforts, analyze the strategy for achieving the program goals, and evaluate the contributions (potentials) to “improving the quality of water and sanitary services in agrarian communities.” Also this study draws up recommendations for strengthening program strategy.

Incidentally, at the time of this evaluation, the program has not reached a stage where final outcomes could be evaluated.

Consequently, this evaluation was conducted as a mid-term evaluation, verifying program performance with respect to the progress of the “National Plan for Basic Sanitation Services” and evaluating the possibilities of its contributions to development issues.

(2) Evaluation Study Period and Team

1) Evaluation Study Period

From November 2006 to March 2007 (Field study: November 25 to December 16, 2006)

2) Evaluation Study Team

With JICA's Regional Department III taking a central role, an Evaluation Study Committee composed of the Bolivia Office, related departments (Planning and Coordination Department, Global Environment Department, Grant Aid Management Department, Secretariat of Japan Overseas Cooperation Volunteers, Institute for International Cooperation), evaluation advisors, and consultants was organized. Based on discussions at the committee, a report was written and compiled.

[Evaluation Advisors]

Hideo Kimura, Professor, Graduate School of Arts and Sciences, University of Tokyo
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[Consultant]

IC Net Limited

(3) Scope of Evaluation

The “Program for Water Supply in the Poverty Area” (fiscal 2001-2010) - the object of this study - is aimed at supplying clean water in a safe, sustainable manner and improving the extremely low water supply rates in Bolivia’s agrarian communities. This program consists of the four projects listed in Table 3-4. The technical cooperation project known as “Waters of Life,” a core of this program, is targeted for promoting the utilization of underground water (by sinking wells) as developed by the grant aid cooperation. And this project sets the goals of boosting safe water supply rates and promoting the proper, ongoing use of potable water at pilot villages. Its main activities include the improvement of water supply facilities by the Bolivian government and community development aimed at facilities management by the residents.

With respect to the three related projects (Table 3-5) including the above noted grant aid cooperation, which helped formulate the program, this evaluation refers to the performance and outcomes of these projects where necessary.

(4) Evaluation Period Covered

From fiscal 2001 to 2006

2. Outlook of the Water Supply Sector in Bolivia

(1) Development Issues and Policies

The situation of the water supply sector in 2000 (during the

early part of the evaluation period covered) was as follows:

The Bolivian government, under the slogan of “water for all people,” set its goal to increase the coverage rates for water supply to the national average of 72 percent by formulating the “National Development Plan for Water Supply and Sanitation” (1992-2000) in 1992. Thanks to this plan, large-scale public investments in the fields of water supply and sewerage were implemented, the water, sewerage, and sanitation law was enacted, and the Agency for the Supervision of Basic Sanitation established. Thus, the country’s water-related organizations and systems improved drastically. As a result, the coverage rates for water supply rose from 81 to 90 percent in urban areas and from 24 to 39 percent in local areas. However, since the issues of frequent interruptions in water supply and poor water quality were not completely resolved, the government was unable to ensure a stable water supply.

As seen above, development issues for the water sector were to ensure a stable supply of safe drinking water in local areas. The “National Plan on Basic Sanitation” (2001-2010), a long-term plan, explicitly states its goals of improving the country’s water coverage rates to 94 percent in urban areas and 82 percent in agrarian areas. The “Institutional Strategic Plan” (2003-2007), a strategy document of “Plan Bolivia” issued in 2003, and the “National Development Strategy” (2006-2010) announced in June 2003 also mention the issue of access to drinking water, along with the programs and goals to address this issue.

(2) Activities of Other Aid Agencies

Most projects being implemented in Bolivia’s water sector are supported by aid agencies. When looking at the situation of their support since 2001 (except those of JICA), it is clear the European Union (EU), Inter-American Development Bank (IDB), and the United Nations Children’s Fund (UNICEF) have been providing large-scale assistance. The majority of this assistance has targeted improvements of water supply

Table 3-4 Major Projects Constituting the Program to be Evaluated

	Project Title	Implementation Period	Outline
1	Long-term Individual Expert: Rural Area Basic Sanitation Planning	January 2003 - January 2005	Follow-up of the underground water development plan in the local community
2	Community Empowerment Program: Community Development Project (Proyecto-DESCOM)	October 2003 - April 2005	Community development activities centered on wells and water supply
3	Technical Cooperation Project: "Water is Vital"	June 2005 - May 2008	Improvement of underground water supply facilities (wells) supported by grant aid cooperation; community development activities
4	JOCV/Senior Volunteers for Rural Development	2004 - currently underway	Promoting the community development model centered on the water system; total of 10 persons in Tarija department, four cities in Santa Cruz department, and Potosi department (nine JOCVs and one senior overseas volunteer)

* Proyecto de Desarrollo Comunitario

Table 3-5 Related Projects other than Program Components

	Project Title	Implementation Period	Outline
1	Development Study: Groundwater Development in Rural Areas	1994 - 1996	Targeted at five departments: Santa Cruz, Chuquisaca, Tarija, Oruro, and southern La Paz
2	Grant Aid: Underground Water Development in the Rural Areas (phases 1-3)	Phase 1: 1997-1999 Phase 2: 1999-2001 Phase 3: 2003-2005	Phase 1: Santa Cruz and Chuquisaca departments Phase 2: Oruro and Tarija departments Phase 3: La Paz and Potosi departments
3	Long-term Individual Expert: Rural Area Water Supply Planning	April 1999 - March 2001	Recommendations and advice on the maintenance/management of local and urban water supply plans, and water quality management

facilities and the introduction of water supply systems in rural communities. In addition, various programs have been implemented, including the program for the “Water and Sanitation Program” by the World Bank, technical advice to governmental institutions by German Technical Cooperation (GTZ), and the installation of water supply facilities in rural areas by NGOs.

(3) JICA's Activities

Among Japan's cooperation in the 1990s before launching this program were the Development Study on Groundwater Development in Rural Areas conducted from 1994 to 1996, and the grant aid cooperation implemented over three phases since 1996. Based on the development study, an underground water development strategy targeting five departments (Chuquisaca, Oruro, Tarija, Santa Cruz, and Rabas) was formulated. Equipment and materials necessary for water development were provided by grant aid cooperation for six departments including Potosi.⁷ The Bolivian government also requested training in well-drilling technology, and then drilled wells through its own efforts. Given this success, the government set its goal to construct water supply facilities at 460 locations in five years utilizing the underground water sources developed by their drilling technology. However, due to its financial difficulties, the Bolivian government delayed the construction of water supply facilities and their developed water sources remained unused. Under such circumstances, this program was launched, aimed at addressing these development issues and continuously supplying safe drinking water to the Bolivian people.

3. Evaluation Results

(1) Program Positioning

1) Japanese Policy

Although the Country Assistance Program for Bolivia was not formulated by the Ministry of Foreign Affairs of Japan, “JICA Country Program in Bolivia” (February 2006) was formulated, clearly calling for cooperation in social development and improved productivity, laws and regulations, and governance as strategic fields. The Program for Water Supply in the Poverty Area tackles one of five strategic fields of the social development sector, and is highly important for Japanese policies.

2) Development Plans of the Bolivian Side

There are three key development plans for the water sector: 1) “National Plan on Basic Sanitation” (2001-2010), 2) Plan Bolivia: water and sanitation sector, and 3) “National Development Strategy” (2006-2010). In this evaluation, the National Plan on Basic Sanitation was selected as a “development strategy for the basis of confirming the positioning of the program.” This plan has a strategic vision to make contributions to improving the quality of life for the Bolivian people through the extension of services for sustainable water, sanitation, and



People digging a well by hand drilling

waste disposal, as well as fostering a water culture. This plan consists of seven development issues including “water and sanitation services for rural communities and indigenous people.” The Program for Water Supply in the Poverty Area is intended to establish a sustainable water supply system relevant to specific issues for the rural development sectors in the above noted development plans.

(2) Program Strategy (Planning and Outcomes)

1) Planning as a Program (Consistency)

The first criterion for determining the strategic aspects of the program is to examine whether the scenario for achieving program goals is properly developed in a coherent manner. The Program for Water Supply in the Poverty Area was not implemented simultaneously in four projects from the beginning. However, it was developed gradually through combining different aid schemes, while the program addressed issues arising in the process of individual projects. This program was formed through the processes described below.

Based on the underground water development strategy formulated in the development study, the Bolivian government requested the provision of equipment and the transfer of drilling technology necessary for drilling wells in six departments. Although Bolivia and aid agencies such as IDB⁸ and UNICEF⁹ were supposed to improve water supply facilities that distribute water from wells, residents in some areas could not access the water supply services due to a delay in improvement works and the failure of water supply facilities. Resolving these problems entailed (1) the promotion of utilizing water supply facilities and the establishment of a maintenance/management system, and (2) community development aimed at the utilization of a sustainable water system. As a result, a program composed of four projects was formulated. More precisely, a long-term expert under the “National Plan on Basic Sanitation in the Farming Community” was dispatched in 2003 to address (1) above. And a productive community development activity (revitalization of community activity) was launched under the community empowerment program to address (2) above, in establishing a sustainable maintenance/

7. By 2006, 852 wells were drilled in six departments, of which 483 wells are in service.

8. Although IDB provided support for urban areas during the late 1990s and early 2000s, it has recently focused on rural communities, currently implementing the comprehensive water supply program in nine departments.

9. UNICEF has been building water supply systems in southern Cochabamba Department, northern Potosi Department, Oruro Department, and Chuquisaca Department under the “Water and Sanitation Program” (1989-2005).

management system of water supply facilities by local residents in cooperation with local NGOs. In 2005, to further accelerate these efforts, (1) the transfer of water supply system maintenance/management technology and (2) the community development activities were carried out. Also, grassroots-level support services were provided for enhancing residents' livelihood by dispatching Japan Overseas Cooperation Volunteers to address (2) above.

As seen above, the program has a scenario for generating synergy effects derived during the timeline of cooperation beginning from the development study, together with horizontal connections collaborated with grant aid cooperation (another scheme of Japanese assistance) and other aid agencies. Thus, its consistency can be considered quite significant.

2) Program Outcomes and Processes

The second criterion for determining program strategy is the possibility of program goals being attained and the degree of realizing outputs of individual projects that constitute the program.

With respect to the likelihood of achieving the numerical goal of increasing the water supply rate in rural communities to 61.4 percent¹⁰ (tentatively set in 2006) by the end of the program (2010), two indicators - 1) increase in the net water supply rate¹¹ resulting from the JICA program and 2) degree of achieving program goals based on government statistics - were used to secure the accuracy of this evaluation. Indicator 1)

Table 3-6 Situations of Water Supply Facilities Before and After Launching the Project for "Waters of Life"

Items	Before Project (June 2005)	After Implementation of Project (December 2006)
1. Rural communities with wells and water supply facilities that are out of service*	About 150-200 communities	About 100 communities
2. Rural Communities with wells but no water supply facilities	176	75

Source: JICA Bolivia Office

* Since accurate statistics were not available, estimates are based on hearings involving the parties concerned.

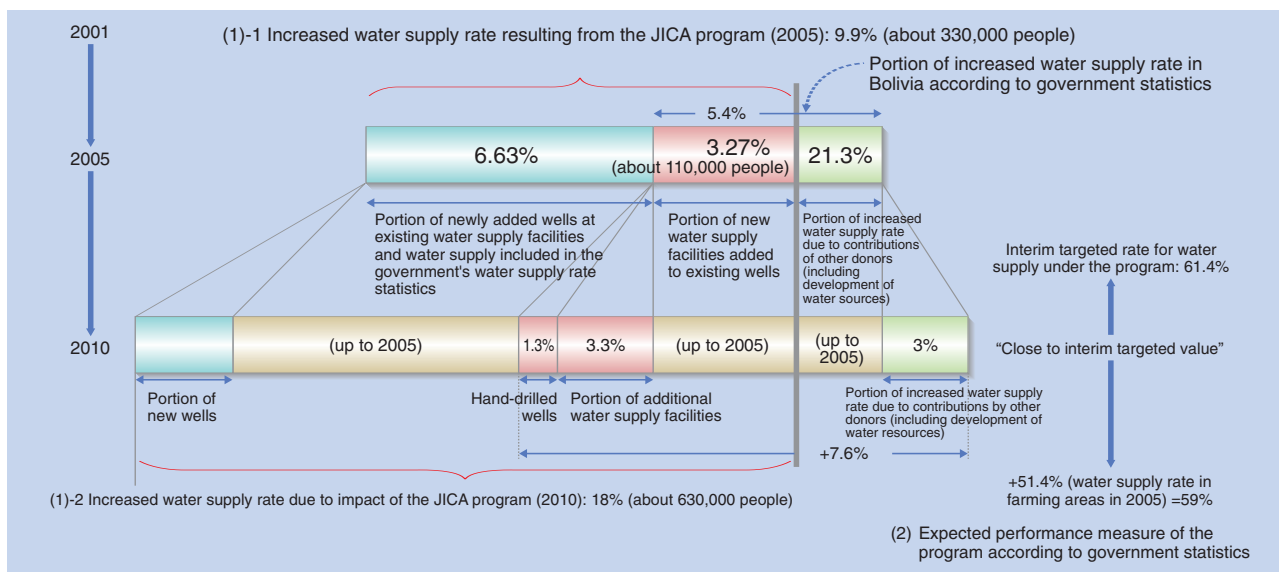
above includes (a) the portion of additional water supply from water supply facilities that were originally inoperative due to flaws and defects in the water sources, but which later became operative thanks to an improvement of water sources through the JICA program, and (b) the portion of incremental water supply from new wells and water supply facilities thanks to a part of JICA program activities promoting local governments to install water supply facilities. Indicator 2) above is obtained by adding the water supply rate of 51.4 percent in rural communities as noted in the government statistics of 2005 with (b) above, and (c) the part of increased water supply by other aid agencies. As a result, with the water supply rates in 1) above at 9.9 percent in 2005 and 18 percent expected by the end of the program, and 2) above 51.4 percent in 2005 and 59 percent expected by the end of the program, the water supply rates are expected to nearly meet the program goal of 61.4 percent.

The technical cooperation project in the six target departments has two main activities: (1) promoting the use of water supply facilities and establishing a maintenance/ management system, and (2) community development activities for utilizing the sustainable water system. Their outputs at the time of evaluation are as follows:

With regard to (1) above, improvement is apparent before and after implementation of the project as noted in Table 3-6. The major factors responsible are (i) the departments realized the importance of the water supply project through project activities, resulting in their enhanced implementation capacities, and (ii) the excellent collaboration and cooperation through which IDB and UNICEF built water supply facilities for wells drilled under the grant aid cooperation, and JICA's establishment of sustainable water supply systems in rural communities. There were also impacts not intended in the initial plan, which provided the equipment and materials for hand-drilled wells that helped develop water sources. If such water sources are properly deployed in the future, 10,000 people are expected to reap the benefits every year.

Concerning (2) above, activities aimed at establishing a sustainable maintenance/management system (water committee)

Figure 3-3 Method of Analyzing the Performance of Attaining Program Goals



10. The numerical value derived upon reviewing the program based on government statistics in 2006.

11. Water-supplied population (in communities with a well/rural areas (according to the Bureau of Statistics)

through the transfer of maintenance and management technology, spread of sanitary education, and revitalization of economic activities in rural communities are now underway. The daily maintenance and management technology reached a level where residents can maintain and manage the water supply facilities by themselves. With respect to sanitary education, basic practices such as hand washing are being introduced. Poor rural communities in Oruro and Potosi have such social issues as residents' low awareness of paying water bills in addition to their low ability to pay, and the issues of organizational capabilities, such as the lack of a payment collection system. Therefore, such communities face problems in sustaining their maintenance/management systems such as the financial affairs of the water committees.

The Japan Overseas Cooperation Volunteers (JOCVs) dispatched nine community development advisors to revitalize economic activities in the three departments. They conducted wide-ranging activities to enhance the livelihood of residents. While some activities achieved positive results, there were also projects discontinued when the JOCVs returned to Japan. This is partly due to the fact that the communities where they were assigned had no clear vision. Another reason why they failed is that despite the availability of basic data on community development provided by long-term experts and the productive community development activities that would prove considerable when discussing action plans of JOCVs, the parties concerned had a lack of awareness relative to coordinating such activities.

(3) Program Contribution

Figure 3-4 shows the flow of contributions to the development issues and a conceptual rendering of JICA program's relations with other cooperation programs.

In conclusion, since the Program for Water Supply in the Poverty Area is clearly positioned and its importance remains high with outputs gradually appearing, the program's contribu-

tions to development issues of the Bolivian water sector as a whole can be considered significant.

Because the outcomes of the program are gradually appearing, it is quite possible that the program goals can be achieved by following an efficient cooperation scheme of improving the water supply system by drilling wells in the future, while striving to promote coordination with other aid agencies focused on building water supply facilities. On the other hand, it is desirable to establish an indicator making it possible to properly grasp the degree of achieving the program goal, and improve the operation and management of the program and monitoring system. In order to secure sustainability, it is necessary to extend productive community development activities to rural areas that have much to do with the water system. The water committee faces the problem of improving its institution and must address it further.

4. Recommendations

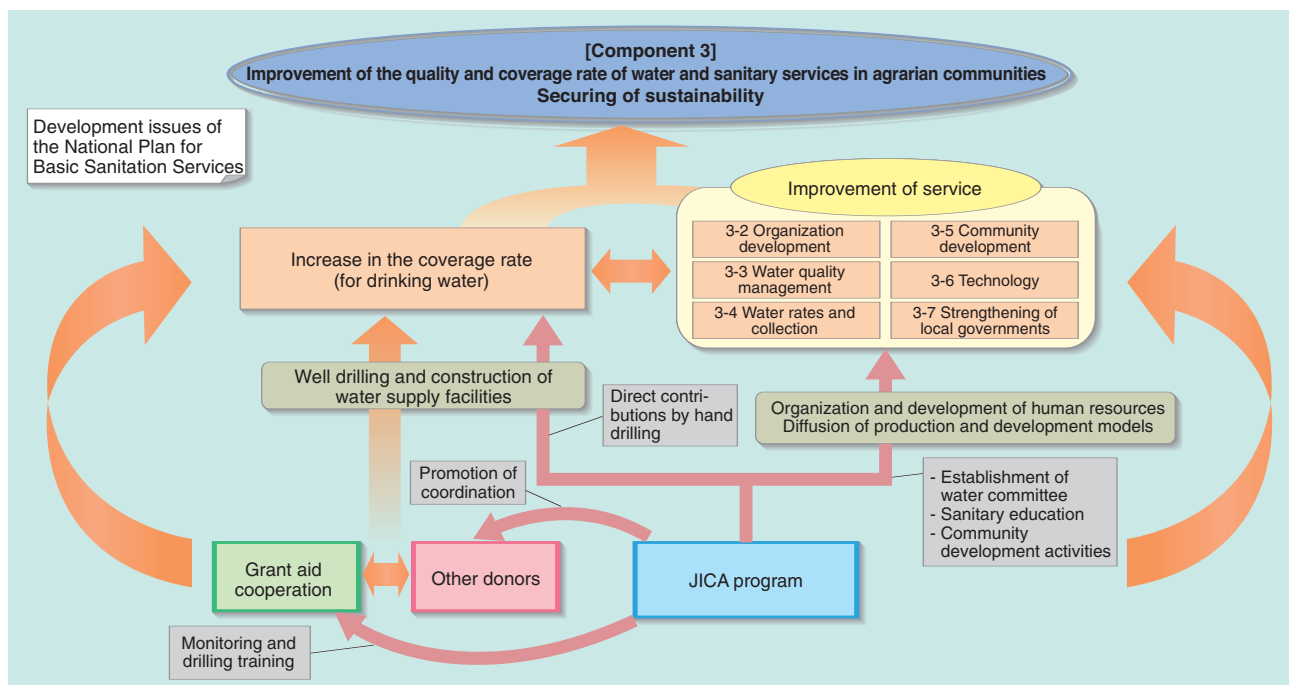
In order to improve the Program for Water Supply in the Poverty Area in the future, this section attempts to make recommendations to the program as a whole and the projects constituting the program.

(1) Recommendations to the program as a whole

Recommendation 1: Establish a program operation and management system.

To properly grasp the degree of achieving program goals, a concrete indicator of outcomes must be established by incorporating important elements other than the water supply rate. JICA's overseas office should conduct periodic monitoring to review projects constituting the program, and revise project activities and schedule if necessary, by assigning a program manager to supervise the overall program for ensuring its proper operation and management.

Figure 3-4 Conceptual Rendering of JICA Program Leading up to Contributions





People rejoicing at a water supply

Recommendation 2: Enhance the sustainability of the Bolivian side.

To enhance sustainability, the Bolivian side should assign a program manager to conduct monitoring by using objective management tools, and become involved in revising the program and negotiating with other aid agencies.

(2) Recommendations Concerning Projects Constituting the Program

1) Technical cooperation project for “Waters of Life”

- a. To enhance sustainability after a water supply is realized, continue to implement systematic assistance strategically to communities likely to lose sustainability.
- b. By improving the approach to productive community development activities, ensure this movement is established and spread in the communities, and develop residents' capacity to pay. It is important to ensure that this leads to the improved collection of water rates.
- c. Regarding the demarcation between the department and cities in building a system to transfer and extend water technology, it might be appropriate to strengthen the institutions of departmental offices.
- d. Establish a “regional water supply industry association” to promote coordination among the departments and ensure sustainability after completion of the program. Establish mutual cooperation among the departments and foster human resources by dispatching experts and providing training.
- e. Since some departments lack logistical support, it is necessary to encourage the departmental offices to improve the support system.
- f. It is necessary to improve the project implementation and monitoring systems, or clarify indicators and the means of obtaining indicators, and review the contents of PDM.

2) Japan Overseas Cooperation Volunteers and Senior Overseas Volunteers

These volunteers are expected to play a complimentary role in implementing the technical cooperation project by capitalizing on their strength of directly approaching people. In the field of productive community development activities, it is recommended that they will engage in more effective activities by dispatching a team of community development advisors and volunteers with specialized skills. This includes senior volunteers with practical experience, and enhancing collaboration with technical cooperation projects. One idea for strengthening

the systems of the water committee at the grassroots level would be to dispatch administrative service experts to communities where a reform of administrative culture is necessary.

3) Program constituent elements in the future

It is recommended that, for the sake of efficiently implementing the program, the activities of current technical cooperation projects should be conducted for departments where grant aid cooperation is planned and cooperation with other aid agencies promoted.

5. Lessons Learned

Lessons beneficial to future JICA programs are as follows:

- (1) This program has demonstrated effective assistance because its goals and activities were set up in line with the National Plan on Basic Sanitation of Bolivia. In formulating the program, JICA should be positively involved from the formulation stage, with the goals and indicators of the JICA program adjusted in accordance with national plans in a manner having an organic relationship.
- (2) In this program, local staff of the JICA office became a member of a counterpart institution, allowing them to grasp the opinions of the recipient government and related information in an expeditious and timely manner. It also helped increase JICA's presence as seen from other aid agencies, exerting a favorable influence on collaboration. As noted before, setting up a project office in the partner institution for policy advice gives a favorable impact on program outputs.
- (3) In the technical cooperation projects under this program, the central government acted as a counterpart institution, strengthening coordination and collaboration with all parties concerned, including local governments and communities. This helped the progress of activities and achievement of outcomes. When implementing a program with a wide scope of cooperation, it is necessary to build a collaboration system with the partner country, including from central to local governments and communities, and provide detailed support services to enhance program outcomes.
- (4) One reason for this program's success is that aid coordination was highly effective. In improving the water supply system, other major aid agencies built water supply facilities on wells developed by JICA, allowing JICA to concentrate its efforts on the processes of building the system, and to achieve the outcomes. It is important for JICA to positively promote cooperation with other aid agencies at both the central government level and field level, and supplement each other while capitalizing on Japan's advantages.
- (5) In this program, the JICA office assigned its national staff to a position similar to that of a program manager, and in the technical cooperation project it assigned local consultants at government ministries, agencies, and the basic sanitation bureau in each department. The human resources dispatched from Japan were short-term experts and Japan Overseas Cooperation Volunteers. It is apparent that JICA's system of inputs was cost-efficient. As seen above, JICA should consider enhancing program efficiency by positively utilizing competent local personnel.