

Advisory Committee on Evaluation

Role of Advisory Committee on Evaluation

Before merging, both JICA and former JBIC had already set up external advisory committee respectively to obtain advice on project evaluation. The recommendations from the committee were fed back to evaluation system and method for further improvement.

Based on the experiences of both agencies, the New JICA has formed the Advisory Committee on Evaluation, in order to ensure transparency and objectivity in project evaluation as well as to enhance the evaluation system and improve evalua-

tion quality.

JICA expects to receive advice from the Committee on 1) the guidelines and implementation of evaluation, and 2) the structure and overall system of JICA's evaluation. (The first committee was held at the end of 2008 and conducted a robust discussion on the system and implementation of New JICA's evaluation. The result of the meeting is summarized in the following page.)

Committee Members of Advisory Committee on Evaluation

The Committee consists of 9 members, including experts with in-depth knowledge in international aid as well as evaluation expertise from various fields such as academics, NGO, media, private groups, international organizations, etc.

List of Committee Members

	Name	Position
Chairperson	Hiromitsu Muta	Executive Vice-president, Tokyo Institute of Technology
Members	Kiyoko Ikegami	Director of Tokyo Office, United Nations Population Fund
	Yoshikazu Imazato	Deputy General Manager, Overseas News Bureau, The Tokyo Shimbun
	Izumi Ohno	Professor, National Graduate Institute for Policy Studies
	Yasuyuki Sawada	Associate Professor, Faculty of Economics, Graduate School of Economics, The University of Tokyo
	Hisashi Takanashi	Managing Director, Engineering Consulting Firms Association, Japan (ECFA)
	Yayoi Tanaka	Associate Professor, National Institute for Academic Degrees and University Evaluation
	Toyokazu Nakata	Representative Director, NGO, SHAPLA NEER =Citizens' Committee in Japan for Overseas Support
	Kenichiro Yokoo	Group Leader, International Economic Affairs Bureau II, Committee on International Cooperation, Nippon Keidanren (Japan Business Federation)



First committee meeting

Discussion at the first meeting of the Advisory Committee on Evaluation

The first meeting was held in December 2008. During the meeting, JICA received a range of productive advice and recommendations presented by the Committee members. Main points of the recommendations are outlined below.

Project Evaluation in New JICA

» Evaluation of Grant Aid Projects in JICA

As the implementation of Grant Aid was recently shifted from MOFA to JICA, its evaluation would depend on the discretion JICA has at the project planning stage. If JICA is able to exercise discretion from the planning stages, a more consistent evaluation can be performed from ex-ante to ex-post evaluation.

However, for the next few years, there will be some projects implemented by MOFA but will be evaluated by JICA. In the past, MOFA's evaluation was conducted on every project based mainly on questionnaires issued through the local Japanese embassy. The new JICA will need to make efforts to conduct evaluation on every project and to ensure its quality while JICA's evaluation budget is limited.

To address these issues, the following recommendations were suggested.

- 1) Improve questionnaires (upgrading for appropriate evaluation),
- 2) Distribute evaluations (detailed evaluation for projects exceeding a certain size, and simple evaluation for the rest),
- 3) Request assistance to Japanese embassies abroad or involve JICA overseas office to conduct evaluation rather than assigning external experts to evaluate all projects, and
- 4) A meta-evaluation of MOFA's previous evaluation would be beneficial to improve the quality of future evaluation.

Future direction of project evaluation

» Cooperation among schemes

Particularly for projects without cooperation with other schemes of assistance, it is suggested that evaluation should include the recommendation and lessons learned from the perspective of "How the project would be improved if it was tied with other assistance?" Such a perspective will contribute to the formation of future projects.

» Importance of Outcome

Although an outcome emphasis is important, it should be mentioned that in cases such as technical cooperation of group training or dispatching an expert, there are some projects which may be difficult to measure outcome. At the same time, while downsized projects are increasing in number, there are limitations to generate sizable outcomes only by individual project. However, it is still possible to evaluate outcome, for example, by grouping individual projects as one training. It is still important for Technical Cooperation projects particularly to examine process while focusing on outcome as well.

» Implementation of Ex-post Evaluation

In light of limited resources available for project evaluation, it is important to choose to focus on specific evaluation aspects in order to maintain the coverage and quality of evaluation. For example, it is recommended to focus on impact evaluation, as it is important from the viewpoint of citizens and also of high interest to experts.

» Timing for Ex-post Evaluation

Currently, the timing of Ex-post Evaluation differs depending on the assistance scheme. It is desirable to standardize the timing of evaluation for all three schemes in the future, while maintaining the flexibility.

» Database of Evaluation Results

Currently, the database of evaluation results is restricted to internal use only. It is suggested that it would be beneficial for external consultants who are involved in project implementation to have access to the database in order to share evaluation results, while respecting the confidentiality of the data.

» Vision of a program

A program varies depending on the situation in each recipient country, such as dependence of assistance and existence of other donors in that country, and this should be taken into consideration at the time of evaluation. In those cases, it is not possible for Japan to set outcome goals on its own.

Since the birth of the New JICA, it has become easier to access different assistance schemes to tailor a program. In such a situation, it is important to transmit from the evaluator's viewpoint that project impact can not be expected while a program is patchwork of individual projects, and the program would be more effective when it is formed by combining three schemes of assistance flexibly.

Improving the Evaluation System

This section aims to look back the previous efforts for expanding and enhancing the evaluation of JICA and the former JBIC, and introduce the new issues and challenges that the new organization faces.

Efforts for Expanding and Enhancing Evaluation in the past

JICA and the former JBIC had launched various efforts to further develop and enhance their evaluation processes in response to two trends - firstly, the international trend to improve aid effectiveness for development, and secondly, the tough domestic financial situation which prompted questions on ODA's effective and efficient implementation. Within Japan, beginning with the First Consultative Committee on ODA Reform in 1998 (the Consultative Committee

on ODA Reforms for the 21st Century), there had been various occasions, such as the New ODA Charter of August 2003 and The Honbuto Policy in July 2006, in which various recommendations were offered to enhance evaluation as one of the significant efforts for ODA reform. The content of those recommendations can be summarized in the following 8 points, and both JICA and the former JBIC have adhered to these 8 points in their efforts to improve their evaluations.

Recommendations and major efforts to improve evaluation in Japan (2000~)

JICA	The former JBIC
Recommendation 1: Consistent evaluation from ex-ante to ex-post	
Establish an evaluation structure that offers consistent evaluation from ex-ante to ex-post stages of the project.	
<ul style="list-style-type: none"> ● Introduction of Ex-ante Evaluation (FY2001) ● Introduction of Ex-post Evaluation (FY2002) 	<ul style="list-style-type: none"> ● Introduction of Ex-ante Evaluation (FY2001) ● Introduction of Mid-term Review (FY2004) ● Introduction of Ex-post Monitoring (FY2004)
Recommendation 2: Evaluations in response to various projects	
Introduction of policy-level evaluation, expanding program and project evaluation, enhancing evaluation on certain projects with insufficient evaluations (training program in Japan, dispatch of experts, JOCV etc)	
<ul style="list-style-type: none"> ● Trial introduction of "Evaluation for Emergency Disaster Relief Activities" (FY2003) ● Trial introduction of "Evaluation for JICA Partnership Program" (FY2003) ● Trial introduction of "Evaluation for Training Program in Japan" (FY2003) ● Introduction of "Evaluation on Volunteer Program" (FY2004) ● Trial introduction of "Evaluation on JICA Program" - current Cooperation Program (FY2005) 	<ul style="list-style-type: none"> ● Participation in "Evaluation of General Budget Support" by OECD-DAC evaluation network (FY2006) ● Implementation of Ex-post Evaluation on PRSC (Poverty Reduction Support Credit) for Vietnam (FY2007)
Recommendation 3: Improving the evaluation quality	
Strengthening the structure for evaluation implementation, improving evaluation capacity (including the recipients' evaluation capacity), developing and improving evaluation methods	
<ul style="list-style-type: none"> ● Organized joint-evaluation teams with recipient's country in conducting evaluation of individual projects. ● "Canada-Japan Joint Peace-building Learning Project Evaluation" with CIDA, "Population and Health Sector under JICA / USAID Collaboration", "Joint Evaluation of External Support to Basic Education in Developing Countries" by the members of OECD-DAC Network for Development Evaluation ● Introduced JICA Guidelines for Project Evaluation in FY2001, revision in FY2003 ● Introduced evaluation chief system in FY2003 and conducted training for evaluation chiefs ● Introduced "Terminal Evaluation Guidelines for Overseas Offices" (FY2003) and "Ex-post Evaluation Guidelines for Overseas Offices" (FY2004) ● Introduced evaluation advisors system in overseas offices (FY2004) 	<ul style="list-style-type: none"> ● Prepared References for Operation and Effect Indicators (FY2000) ● Drew up the training textbook for Ex-post evaluation of Japanese ODA Loans project (FY2003), revision in FY2007 ● Joint evaluation on trial basis with Indonesia and Thailand etc (FY2004) ● Signed a memorandum of understanding (MOU) on evaluation with Indonesian and Philippines governments (FY2006) ● Introduced strict impact evaluation (FY2006) and set up impact evaluation workshop (FY2007) ● Signed MOU on evaluation with Vietnam government and commenced joint evaluation (FY2007)
Recommendation 4: Ensuring Objectivity and Transparency of Evaluations	
Promoting external and the third party evaluations, enhancing disclosure of evaluation results (by conducting evaluation seminars etc).	
<ul style="list-style-type: none"> ● Installed Advisory Committee for Evaluation (FY2004) ● Introduced external evaluation advisors to program-level evaluation (FY2003) ● Introduced Secondary Evaluation on Terminal evaluations by Advisory Committee for Evaluation (FY2003), and introduced rating system on trial basis (FY2007) ● Adopted External Evaluation for Ex-post Evaluation on each project (FY2008) ● Conducts open seminars on the results from Thematic Evaluation (in Japan and developing countries) 	<ul style="list-style-type: none"> ● Achieved 100% coverage of Ex-post Evaluation (FY2001) ● Introduced third-party opinions from the developing countries in Ex-post Evaluation (FY2001) ● Began outsourcing all Ex-post evaluations to external evaluators (FY2002) ● Installed Feedback Committee for Ex-post Evaluation of ODA Loan Projects (FY2002) (changed its name to Japanese ODA Loan Evaluation Expert Committee in FY2006) ● Introduced rating system (FY2004) ● Implemented monitoring by experts (FY2003) and visitation of development projects by celebrities (FY2004)
Recommendation 5: Utilizing Evaluation Results	
Better utilizing and enhancing the feedback from evaluation results	
<ul style="list-style-type: none"> ● Hold reporting session to stakeholders ● Began comprehensive analysis on the results from individual project evaluations (FY2001) ● Added the new column, "Utilizing lessons learned from past similar projects" in Ex-ante Evaluation Table (FY2004) 	<ul style="list-style-type: none"> ● Began enforcing the reference to lessons learned from past similar projects at the Ex-ante Evaluation (FY2001)

Building an Evaluation System as a new organization

As reflected in the tables on the previous page, JICA and the former JBIC had both conducted various improvements on their respective evaluation systems. From now on, as the new organization that

collectively conducts three schemes of assistances (Technical Cooperation, Japanese ODA Loans, and Grant Aid), New JICA will begin to implement the following improvements.

Approach 1 Conduct evaluation on the cooperation program among different schemes of assistance

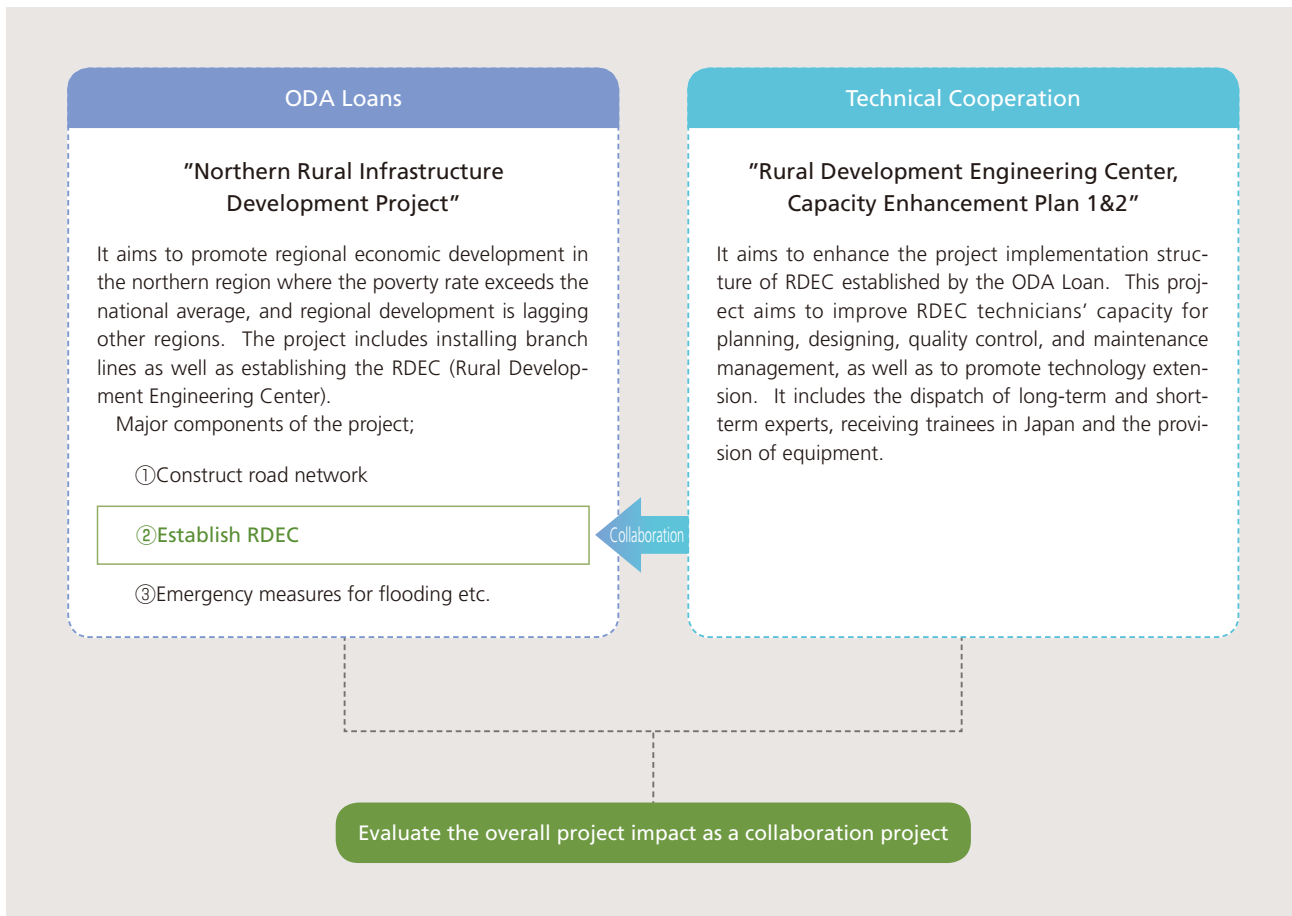
In order to realize the impact from the merger and efficiently provide more effective development cooperation, country or region-specific approaches should be enhanced, and projects need to utilize three assistance schemes in unity in accordance with the regional development policy. As a concrete plan, the Cooperation Program is now being developed.

The Cooperation Program is the strategic framework to support developing countries in attaining their specific mid to long-term developmental goals. The purpose of this program is to promote appropriate

cooperation consistent with the development plan of the recipients' country as well as the Japanese assistance policy, to operate various assistance schemes appropriately to support the achievement of specific development goals, and to expand assistance impact through these.

As for JICA's approach to conduct evaluations on Cooperation Program in the future, the plan is to examine and develop the evaluation method for Cooperation Programs through evaluating past scheme-based collaboration projects. (Example: diagram below)

■ Scheme collaboration at the Farm Village Development projects in Bangladesh



Improving the Evaluation System

Approach-2

Develop an evaluation system relevant to all three schemes of assistance

JICA is developing an evaluation system that will be consistent across all three schemes of assistances it offers, while considering the unique characteristics of each assistance scheme. Prior to the merger, a study was conducted last year to clarify the ideas, methods, and background of evaluating Technical Cooperation and Japanese ODA Loans. Within these two assistance schemes, there were common evaluation factors identified, such as the fact that both have established consistent evaluation structures from Ex-ante to Ex-post stages, and both have adopted External Evaluation with similar focus on objectivity and transparency. Operationally, however, there are few differences.

As the evaluation system and methodology ought to reflect the

characteristics of each assistance scheme, such as project cycle, content and term, and the timing for project impact to materialize, it is virtually impossible to integrate everything. However, it is still possible to improve the development of an evaluation system that will be consistent with three assistance schemes, yet considering the controls of each scheme.

After the merger, external evaluation was introduced to the Ex-post Technical Cooperation Evaluation, which followed the case of Japanese ODA Loans. Including Grant Aid, which JICA will take over, JICA will continue to develop the evaluation system consistent with the three assistance schemes.

Comparing Evaluation Systems and Methods among Three Assistance schemes

		Technical Cooperation	ODA Loans	Grant Aid *1
Objective of the evaluation		Ensuring accountability, improving project management		
Type of evaluation and Timing of implementation	Ex-ante Evaluation	Prior to project implementation		
	Mid-term Review	Mid-point of project	5 years after loan contract	—
	Terminal Evaluation	6 months prior to project termination	—	—
	Ex-post Evaluation	3 years after project termination	2 years after project completion	4 years after project completion
	Ex-post Monitoring	—	7 years after project completion	—
Number of projects evaluated (annually)		About 200	About 100~150	About 200
Target of the evaluation	Ex-ante Evaluation	All projects*2	All projects	Based on Policy Evaluation Act, projects of 1 billion yen or more
	Mid-term Review	Projects with cooperation term of 3 years or longer*2	Projects requiring mid-point review	—
	Terminal Evaluation	All Technical Cooperation projects*2	—	—
	Ex-post Evaluation	Projects exceeding 200 million yen	All projects	4 years after project completion. All general grants and fisheries grant projects.
	Ex-post Monitoring	—	Projects with concerns regarding effectiveness or sustainability	—
Evaluation Body	Ex-ante Evaluation	Internal evaluation	Internal Evaluation	Internal Evaluation
	Mid-term Review	Internal Evaluation (jointly conducted with recipient government)	External Evaluation	—
	Terminal Evaluation		—	—
	Ex-post Evaluation	Internal Evaluation (JICA staff and consultants)	External Evaluation	Mainly Internal Evaluation, partially External Evaluation
	Ex-post Monitoring	—	External Evaluation	—
Secondary Evaluation		Terminal Evaluation: Advisory Committee of Evaluation, Ex-post Evaluation: Experts from developing countries	Ex-post Evaluation: Solicit third-party opinions from the developing countries	Ex-post Evaluation: External Evaluation
Evaluation Methods	Evaluation Method	Based on DAC evaluation criteria		
	Characteristics	<ul style="list-style-type: none"> ● Tendency toward qualitative evaluation is strong ● Process is also evaluated on top of results 	<ul style="list-style-type: none"> ● Tendency toward quantitative evaluation is strong ● Results-oriented 	<ul style="list-style-type: none"> ● Tendency toward qualitative evaluation is strong ● Results-oriented ● Advertising impact is also evaluated
	Characteristics of Indicators	Due to the project's characteristics, it is not easy to set quantitative indicators and goals at the beginning	Using "operation and effect indicators", compare the target and performance result	Where indicators are set at project planning report level, compare the target and performance results.
	Rating System	Not implemented so far. From FY2007, implemented on trial basis for the Secondary Evaluation of Terminal Evaluation	For Ex-post Evaluation, 4 leveled rating system was introduced in FY2004	In Ex-post Evaluation, 12 leveled rating is performed on each evaluation item.

*1. Assistance offered by MOFA as of FY2007

*2. For projects less than 200 million yen, simple evaluation method can apply.

Approach-3 Displaying the outcome objectively

Developing the rating system: To compare and clearly show the evaluation results, Secondary Evaluation is conducted for the Terminal Evaluation of Technical Cooperation projects and a four level rating system is applied to Ex-post Evaluation of Japanese ODA Loan projects. At the same time, Ex-post Evaluation for Grant Aid projects previously conducted by MOFA applies a twelve level rating system.

In the future, JICA aims to develop a rating system that will be consistent with three assistance schemes, in order to show the evaluation results clearly. To achieve this, JICA studies and researches for the development of rating system, and will conduct the rating for the Ex-post Evaluation of Technical Cooperation projects.

Developing the evaluation indicators: To evaluate Japanese ODA Loan projects, operation and effect indicators and Internal Rate of Return (IRR) are applied to measure the project impact objectively. In 2000, "Reference on Operation and Effect Indicators" was prepared compiling the standard evaluation indicators in major

sectors. Based on this reference, evaluation indicators and target value are set at the project planning stage and examine the project impact and performance measure after the project completion. Also in 2002, "Calculation Manual of IRR for Japanese ODA Loans" was introduced to standardize the IRR calculation and its method. Since then, JICA has been reviewing the compliance with the reference and manual and assessing problems and issues for those improvement and standardization purposes.

Furthermore, recently there is increasing number of Japanese ODA Loan projects which are difficult to measure the project impact with existing indicators, such as environmental and human resource development projects. And it is necessary to improve indicators to meet these projects. JICA is making efforts to understand the project impact objectively through developing quantitative indicators and clarification of targets and goals for Technical Cooperation and Grant Aid projects.

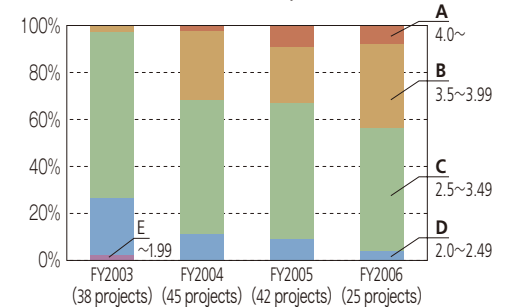
Efforts toward the rating

Technical Cooperation

Based on the results from the Terminal Evaluation performed by JICA, the Advisory Committee on Evaluation conducts the Secondary Evaluation, applying a 5-level rating to the evaluation results. As a result, it became clear that the number of projects rated above B (Good) was increasing while the number of projects rated below D (Needs partial improvement) was declining annually. As comparing these projects rated above B and below D, the obvious difference was "the attainability of the project goal" in Effectiveness. From this, it was suggested that the relationship between the project goal and the overall goal be clarified, and the indicators at project planning and goal values be set appropriately, in order to improve the quality in future projects.

In fiscal year 2008, JICA continues to conduct rating based on the results from the Secondary Evaluation of Terminal Evaluation, and also implement rating for the Ex-post Evaluation on a trial basis.

Distribution of Rating Results from Secondary Evaluation Year on Year Changes of Project Evaluation by Secondary Evaluation (extracted from the FY2007 Secondary Evaluation Results)



ODA Loans

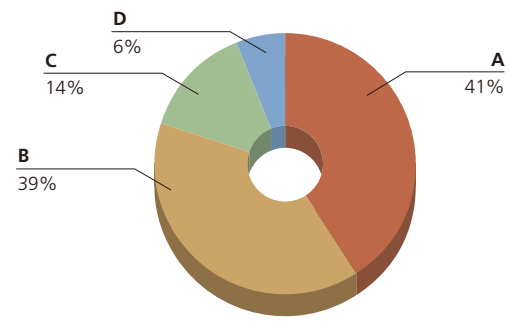
Since fiscal year 2004, rating of Japanese ODA Loan projects has been conducted using a flowchart. The distribution of the results is shown in the pie chart on the right.

In fiscal year 2006, the characteristic and trend of the current rating system were analyzed. As a result, it was mentioned that there seemed to be discretion and requiring clearer evaluation criteria. It was also mentioned that the result of evaluation occurred to be inversion when using the scoring method and the current flow-chart method.

In fiscal year 2007, the new 25 criteria evaluation method was developed as trial basis to replace the current flow-chart method. This method is consisted from 25 criteria in order to further analyze the issues mentioned above.

In fiscal year 2008, in addition to the current rating system, JICA applied the new 25 criteria evaluation for some projects on a trial basis and conduct a comparison analysis for future improvement of the rating system.

Distribution of the Ratings (235 projects disclosed between FY2004-2008)



Improving the Evaluation System

Approach 4 Develop and try new evaluation method

JICA is developing various evaluation methods in an effort to improve its evaluation quality. Specific areas where evaluation methods have been developed and tried include: those assistance schemes previously not subject to evaluation, projects to which the

current evaluation systems were inappropriate due to the projects' unique characteristics and situation, and "Impact Evaluation (see Topic 1 on page 32)" which is intended to measure detailed changes from the project. Several examples are discussed below.

Example 1 : Egypt - Ex-post Evaluation of Africa's Third Country Training Program



JICA conducted this evaluation to assess the impact from the participation in Africa's Third Country Training Program on each participant's country's economic and social development. The evaluation targeted six courses of Africa's Third Country Training Programs which were operated in Egypt for the healthcare and agriculture sectors. It was based on questionnaires and field interviews conducted at the following 3 levels: individual trainees, the organizations to which the trainees belong, and healthcare and agriculture sectors in the trainees' country of origin. (FY2006-2007)

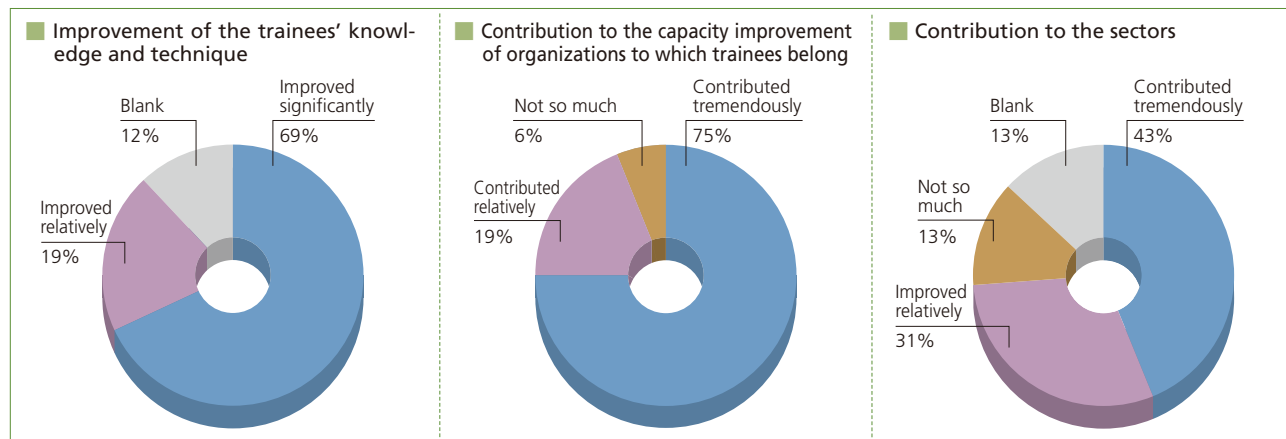
Results from the questionnaires fielded to the organizations (29 organizations in 15 countries) showed that the majority of organizations approved and welcomed the positive impact from the Third Country Training Program. 70% of the organizations responded that the program significantly improved the knowledge and skills of the trainees and contributed to their work-ability development and promotion. One of the trainees was promoted to Chief of department after returning from the training (Malawi).

At the same time, more than 70% responded positively that the Third Country Training Program contributed significantly to the capacity development of the organizations to which trainees belong. As one participant remarked, "the content and experiences from the Third Country

Training Program were spread to the rest of the staff who did not attend the training, and it helped tremendously in the acquisition of the technique"(Ghana), the evaluation confirmed that more than 80% of the organizations likewise promoted the training activities to their staff.

More than 40% of organizations answered positively that the Third Country Training Program contributed significantly to the improvement of healthcare and agriculture sectors. Specific improvements were reported, such as "quality and yield of the rice crop improved tremendously" (Kenya).

In fiscal year 2007, such Ex-post Evaluations were conducted in Mexico and Thailand. JICA continues to conduct Ex-post Evaluations to understand the impact from the Third Country Training Program.



Example 2 : Ex-post Evaluation of General Budget Support Project



General Budget Support refers to aid funding to the General Account of the recipient country, issued based on the agreed strategy between the developing country and the assisting country / organization. It is intended to support large-scale targets such as overall sector and national developmental plans as a whole. As aid funding under this structure is not linked to the specific project activity but combined with the government budget, it has a distinctive characteristic in that its spending cannot be clearly classified to the particular uses. Therefore, it is difficult to apply project evaluation methods to evaluate these General Budget Support Projects. Thus

at the joint evaluation, mainly at the OECD-DAC Network on Development Evaluation in FY2006, the evaluation method was raised for examination.

When JICA conducted the Ex-post Evaluation for "Poverty Reduction Support Credit (PRSC)" in Vietnam, which was one of the target evaluation projects for fiscal year 2008, DAC five criteria and rating system were applied, although the viewpoints for each of the 5 criteria were established separately. The table below lists the five criteria and the respective viewpoints. (For further detail, see page 79.)

The five DAC evaluation criteria	Viewpoints at the evaluation for PRSC
Relevance	<ul style="list-style-type: none"> ● Relevance of PRSC in terms of the aid-approach ● Appropriateness of the involvement of Japan or JICA in PRSC structure
Efficiency	<ul style="list-style-type: none"> ● Efficiency of the output attainment from the input (cost, time factor, work and transaction cost)
Effectiveness	<ul style="list-style-type: none"> ● Attainability of PRSC outcome ● Effectiveness for Japan or JICA
Impact	<ul style="list-style-type: none"> ● Impact to the economic development ● Attainability of the poverty reduction and MDGs
Sustainability	<ul style="list-style-type: none"> ● Functional sustainability (the function built through PRSC) ● Sustainability of Japan or JICA's involvement to PRSC's structure

Although the evaluation based on DAC five criteria generally showed good results, it recognized the urgency for building a system to sustain the functions and structures that were formerly built

during various reforms in Vietnam, as the PRSC mechanism will disappear after 2011, when Vietnam graduates from her status as a low-income country.

Example 3 : Ex-post Evaluation on cancelled projects



In evaluating cancelled projects, it is important to focus on the background and process for the cancellation and on drawing lessons learned from the evaluation, and analyze the results for future projects' improvement.

In fiscal year 2007, JICA performed a trial evaluation on two ODA Loan projects canceled after the partial implementation, adopting the current evaluation system. They were the Mashonaland, Manicaland Digitalization Project (II) in Zimbabwe and the Kwandebele Region Water Augmentation Project in South Africa. It was concluded that evaluating Japanese ODA Loans using DAC five criteria and the rating system was highly difficult, as only limited compo-

nent of ODA projects were performed by that stage, and the prepositions for the appraisals have changed largely. At the Japanese ODA Loan Expert Evaluation Committee in FY2007, the challenge of applying the current 4-leveled evaluation method for canceled projects was pointed out and suggestion was made to reconsider the evaluation methods including the criteria of the ratings.

Following this advice, JICA intends to develop new evaluation methods for the evaluation of fiscal year 2008, based on the similarities in 3 cancelled projects, and conducts the evaluation on these projects on a trial basis.

Approach 5

Joint evaluation with other organizations

JICA engages itself in Joint Evaluations with the recipient government and other organizations, such as donors. Given its efforts to enhance the recipient governments' evaluation capacity (see pages

33~) and adhere to international trends for assistance cooperation, it aims to provide a higher standard of evaluation by conducting these joint evaluations with other organizations.

Example 1 : Joint Evaluation by 4-donors in Bangladesh

Understanding the need to analyze assistance impact at the national level in the recipient country rather than at the project and program level by each donor based on their evaluation methods, the Network on Development Evaluation, EVALUNET, which is the substructure of DAC, has advocated cross-donors Country Assistance evaluation. At the suggestion of EVALUNET to target countries whose major donors are large-scaled organizations, Bangladesh was selected since 60-80% of its assistance come from 4 donors; the World Bank (WB), Asian Development Bank (ADB), UK Department for International Development (DFID) and Japan.

The purpose of this Joint Evaluation is four-fold. Firstly, to improve the quality and enlarge the target area of Country Assistance Evaluation previously conducted individually. Secondly, to reduce the evaluation cost of Country Assistance Evaluation by adopting a

joint process instead of the traditional process conducted by individual donor organizations. Thirdly, to draw the recommendations and lessons for effective cooperation structures, by evaluating the joint cooperation (various operations including projects and programs) in Bangladesh by the four donors. Lastly, the final purpose is to provide feedback to the future assistance plan for Bangladesh.

In this joint evaluation, the WB's Country Assistance Evaluation was applied as the core evaluation process, with each donor taking charge of particular sectors of the evaluation to input the results in the Country Assistance Evaluation. Later, a "Four donor Join Evaluation Report" will be compiled. The outcome from this evaluation is expected to be utilized in future Country Assistance Evaluations by donors such as ADB and Japan, so as to improve the quality and efficiency future individual Country Assistance Evaluations.

Improving the Evaluation System

With its past assistance performances and experiences in Impact Evaluation, JICA assumed responsibility for the evaluation of the transportation sector in September 2008. The evaluation on this

sector was designed around the following questions which are based on the five DAC evaluation criteria. The evaluation report is scheduled to be published in fiscal year 2009.

— Evaluation Questions —

- **Are the assistances provided by 4 donors, including Japan, consistent with the Country Program and the needs of Bangladesh?**
Analyze records of investment in transportation sector and the distribution of investment in sub sectors. Map assistance by donors. Analyze the involvement in the transportation sector by each donor's Country Assistance Policy.
- **Were the assistance provided by 4 donors effective?**
Analyze the effectiveness of donors' assistance from a macro point of view, such as the share in the budget for the transportation sector and major effectiveness indicators. Review contribution towards economic development and poverty reduction, impact on the compound sector such as farm village development, and existing evaluations.
- **Were the assistance provided by 4 donors (various operation, including project and program at the headquarters and in Bangladesh) efficient?**
Analyze case study at project levels, cooperation among donors in the implementation structure, assistance using Country System, operational costs, examples of the various cooperation offered at other than project level, and efficient structure and modality of joint assistance.
- **What is the impact of assistance provided by four donors on common issues in the transportation sector?**
Analyze the impact on cross-sectional issues, such as capacity building, governance (especially procurement issues), effective monitoring and evaluation structure, natural disasters, environmental protection, participation by citizens, and poverty reduction.

Example 2 : Follow-up on "Paris Declaration on Aid Effectiveness"

At the Second High Level Forum on Harmonization held in Paris in FY2005, the "Paris Declaration on Aid Effectiveness" (hereafter "Paris Declaration") was adopted. It is essentially a more comprehensive attempt to change the way donors and developing countries do business together, in order to improve the assistance impact. In this "Paris Declaration", five principles were provided: ① Ownership by countries, ② Alignment with countries' system and policies, ③ Harmonization of donors' actions, ④ Managing for Results, and ⑤ Mutual Accountability. At the same time, to materialize these 5 principles by the target year of 2010, 56 effort items were listed (agreed between donors and recipient countries), and 12 evaluation indicators were set (such as the ratio of the program materialized based on recipient Country Program, the ratio of assistance that used public finance management and procurement system of the recipient country, percentage of untied assistance, and the ratio of research and analysis operation conducted jointly by several donors).

To review the efforts indicated in "Paris Declaration", evaluations are conducted as case studies with the support of donor countries, for those recipient countries that request the Country Assistance Evaluation, whilst retaining the evaluation ownership under the recipient countries. Following this structure, JICA provided support on the country-level evaluation in Bangladesh, and it conducted the outcome analysis on the efforts to resolve various issues after the adoption of "Paris Declaration".

In the evaluation conducted for Bangladesh supported by JICA, the main activities included research on the achievements from the

various efforts and conducting stakeholder-interview analyses in both recipient and donor countries, to examine the program through three viewpoints: ① Effectiveness of "Paris Declaration" as a method to improve assistance impact, ② change in action of recipient and donor countries in terms of commitment, capacity and incentive, ③ impact from five principles for improvement of assistance impact. At the same time, three sectors, "Basic Education", "Energy and Power", and "Environment", were selected as samples to examine the fulfillment of the implementation of "Paris Declaration". In conducting this evaluation, overall progress was examined, future issues to be considered were recognized and the improvement strategies were examined.

The results from this evaluation, along with others, were reported at the Third High Level Forum on Harmonization (Accra HLF), as the mid-term evaluation on the implementation of "Paris Declaration". Following that, as the second phase, the follow-up research plan till 2010, the target year, will be drawn up and conducted in 2010 to examine the final outcome.

