

# Overview of Ex-post Evaluation Results

JICA commissions ex-post evaluations to external experts in order to ensure the transparency and objectivity of project evaluations. The following presents an overview of the evaluation findings and analysis results from ex-post evaluation conducted in FY2009.

## Ex-post Evaluation System and Analysis of Findings

### The system of ex-post evaluations by external experts

JICA has strived to develop a common evaluation method for all three schemes of Technical Cooperation, ODA Loan, and Grant Aid. In FY2009, detailed evaluations were conducted for 85 projects based on a uniform evaluation system. Detailed evaluations are conducted in principle for all projects over 1 billion yen by an external expert to ensure the transparency and objectivity of evaluation findings based on field surveys. Those projects that were over 200 million yen and under 1 billion yen (90 projects) were assessed through simplified evaluations, or desk evaluation studies without field survey.

### Rating system

In detailed evaluations, a project is given a rating to indicate the findings in an easy to understand way. Each project is evaluated on (1) relevance, (2) effectiveness (impact), (3) efficiency, and (4) sustainability. Based on the findings, an overall rating is given according to the flowchart on p.19 on a four-point scale: "A (highly satisfactory)"; "B (satisfactory)"; "C

(fairly satisfactory)"; and "D (unsatisfactory)". Improvements have been made to the rating system, including the creation of further sub-divisions of the items evaluated. Since FY2009, the rating system has been applied to Grant Aid projects which were transferred to JICA. However, because the ratings do not reflect all aspects of a project, they should not be overemphasized and should be considered only as one of the evaluation findings.

### Analysis of ex-post evaluation findings

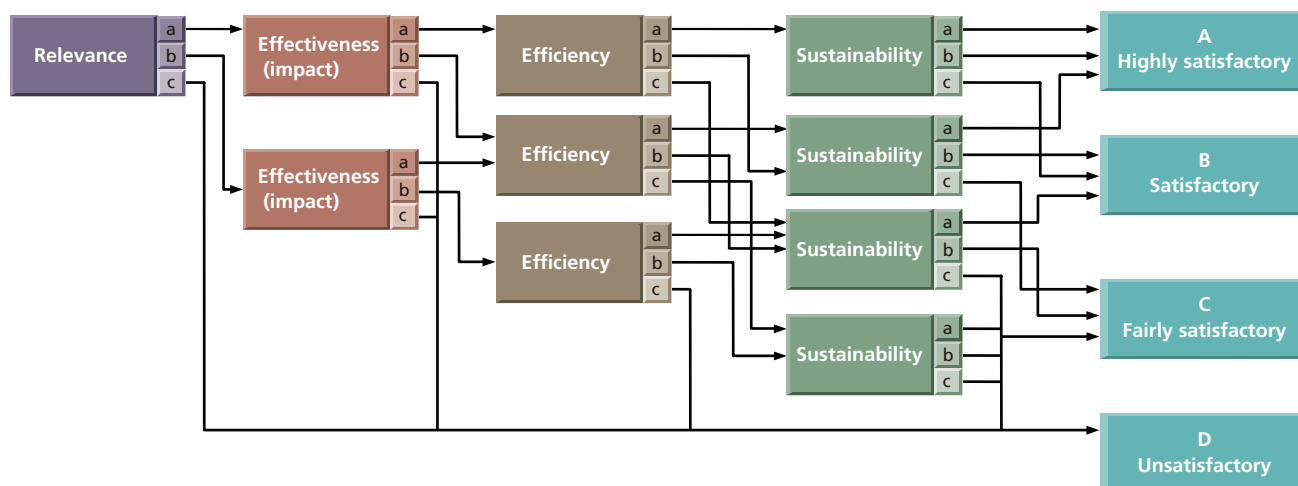
In Chapter 1, the ex-post evaluation findings are analyzed cross-sectorally, and the chapter takes stock of the lessons from individual evaluations for JICA's operations from the two perspectives of (1) coordination between aid schemes and donors aimed at increasing aid effectiveness and (2) the appropriate setting of goals and indicators. In addition, with regards to the rating distribution, the trends are analyzed by evaluation criterion. Projects cited as having problems and the findings of simplified ex-post evaluations are also summarized.

### Rating method

Rating criteria and main items examined		Reasoning		
		a	b	c
Relevance	Relevance of project (relevance with development policy of recipient country, relevance with Japan's ODA policy and JICA's aid policy)	Fully relevant	Partially relevant	Serious problems in consistency
	Development needs (relevance with needs of target group / beneficiary, project area, and community)			
Effectiveness (impact)	Achievement of expected project outcome in target year	Objectives largely achieved, and project generated outcome (80% or more of plan)	Some objectives achieved, but some outcome were not generated (between 50% and 80% of plan)	Achievement of objectives was limited, and project did not generate outcome (50% or less than the plan)
	Adverse impacts on economy, society, and natural environment	No adverse impact / mitigation measures are fully effective	Some adverse impacts	Serious adverse impacts
	Use of facilities and equipment	Fully utilized	Partially utilized	Many facilities and equipment not utilized
Efficiency	Comparison of planned and actual project period and project cost (in consideration of achievement level of outputs)	Technical Cooperation: Planned and actual project inputs are efficient (100% or less than the plan)	Technical Cooperation: Planned and actual project inputs are partially inefficient (between 100% and 150% of plan)	Technical Cooperation: Planned and actual project inputs are inefficient (exceeding 150% of plan)
		ODA Loan / Grant Aid: Efficient (100% or less than the plan)	ODA Loan / Grant Aid: Partially inefficient (between 100% and 150% of plan)	ODA Loan / Grant Aid: Inefficient (exceeding 150% of plan)
Sustainability	Institutional sustainability (e.g., structure / skills / HR of organization, policy and system)	Sustainability is ensured, and if not there is a certain likelihood that sustainability will be ensured	Sustainability is partially ensured, but the future outlook is unclear	Clearly insufficient
	Financial sustainability (availability of and prospects for public and private funding)			

The criteria and items examined differ by aid schemes and projects.

### Rating Flowchart



### Cross-sectoral Analysis

#### Coordination between aid schemes and donors aimed at increasing aid effectiveness

To maximize the development outcome, developing country governments must carry out projects based on their policies by taking strong ownership, capitalizing on their funds and human resources as well as those of the donors. JICA has taken comprehensive steps to increase development outcome, including organically linking its aid schemes (Technical Cooperation, ODA Loan, and Grant Aid) and coordinating with other donors. In order to further increase development outcome, the followings illustrate examples of ex-post evaluations from which ideas were obtained for enhancing the coordination mechanisms.

Based on policy dialogues with developing countries, JICA establishes development goals with a view to solving development issues and subsequently formulates specific projects. The program approach aims to enhance the synergistic effects between the projects, and thereby, increase overall project outcome.

“Northern Rural Infrastructure Development Project” in Bangladesh (details on p.36-37) is an example of a project which integrated ODA loan scheme and technical cooperation scheme. Together with an ODA Loan project in which rural roads and a Rural Development Engineering Center were constructed, a Technical Cooperation was also provided to the Center to enhance the capacity of engineers for proper operation and maintenance of the newly constructed roads, etc. Owing to this collaboration, the project greatly contributed to improving living standard and the regional economy in rural areas. This project was co-financed by multiple donors, including the Asian Development Bank (ADB) and the Swedish International Development Cooperation Agency (SIDA). This mechanism, combined with the fact that the executing agency on the Bangladeshi side, which exercised strong ownership and possessed a comparatively high level of capacity, made comprehensive efforts for the social development of rural areas, and contributed to the wide-ranging development outcome of the project.

On the other hand, timing is critical for channeling various resources into a developing country. In the case of JICA’s support to the Kenya Medical Research Institute (KEMRI) by means of Technical Cooperation projects (two projects) and Grant Aid project, while the projects individually

contributed to raising the standard of health services, they were evaluated as not having generated sufficient synergistic effects. Policy changes of the Kenyan Government necessitated the implementation of additional studies, and caused delays in the development of the facility through the Grant Aid project. As a result, the Technical Cooperation project to strengthen the management of the facility had limited impact. In the case of the program approach, these findings suggest that the comprehensive examination and adjustments of project timing and project period will further enhance the project outcome.

In addition, the ODA Loan “Integrated Reforestation Project” for Tunisia (details on p.42-43) is an example of a project which was implemented in coordination with other donors. Along with the World Bank and the Agence Française de Développement (AFD), since 2000 JICA has continuously supported the forestry sector in Tunisia based on the strategy of the Tunisian Government. The “integrated approach”, which implements technical components of afforestation in parallel with social development components, was introduced under the World Bank assistance and is now a standardized approach. JICA’s project is based on this approach, too, and it was evaluated to be appropriate. The ex-post evaluation revealed that the efforts of Tunisia and donors spanning over 20 years have restored the forest cover percentage from 8% in 1995 to 13% in 2009, as well as that the pressure on forestry resources from human activities was reduced. The Paris Declaration\* underscores the importance of harmonizing donor projects with the policies of the developing country governments, and this project is a good practice along with the principle of this Paris Declaration principle.

The above examples showed that in order to generate larger outcome, projects need to be implemented in consultation and coordination with other donors, after ascertaining the policies and capacities of developing countries and carefully reviewing the aid strategy (aid schemes, project components and timing). The importance of strengthening the program approach was thus reconfirmed.

#### Establishment of appropriate goals and indicators

In the PDCA cycle of projects, the relevance of the project plan and the effectiveness of the project outcome are evaluated by primarily:

\*The Paris Declaration on Aid Effectiveness is an agreement reached between developing countries and donors, including Japan, in 2005.

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establishing goals at the time of project planning (ex-ante evaluation); and measuring the extent to which the goals were achieved after project completion (ex-post evaluation).

In this process, it is effective to quantify and numerically express the goals through the establishment of evaluation indicators, which helps to ascertain their achievement and to make objective evaluations. Data collection and goal setting before project implementation, as well as the establishment of a monitoring system in a counterpart country, have allowed project impacts to be confirmed quantitatively. For example, the evaluation of the Grant Aid project for Cambodia, "Project for Improvement of Equipment for Demining Activities (Phase IV)" (details on p.32-33), confirmed the steady expansion of the land cleared of landmines and the reduction in annual landmine casualties. Furthermore, the evaluation of the Technical Cooperation project for Niger, "Project on Support to the Improvement of School Management through Community Participation (School for All)", confirmed the scale-up of the school management model and an increase in the number of enrollees and enrollment rate.

Meanwhile, the evaluations of a number of projects made several points regarding the establishment of project goals and evaluation indicators. For instance, some evaluations noted that the project established over ambitious goals relative to the project size and contents. Some also indicated that the project did not establish any indicators, or that data related to the established indicators were not obtained on a timely basis.

In the case of the ODA Loan project for China, "Jilin Song Liao River Basin Environmental Improvement Project" (details on p.34-35), water quality data of nearby rivers were confirmed at the time of the ex-post evaluation to measure the achievement of one of the project goals, "improve water quality in the river basin". However, clear improvements were not apparent. Because the project goal was ambitious for the size of this project, the evaluation notes that goals should be set so that they have clearer relevance to the project and the outputs can be confirmed (e.g., "prevent the worsening of the water quality of the water system covered by the project"). Furthermore, in the case of the Grant Aid project for Timor-Leste, "The Project for Improvement of Roads

between Dili and Cassa" (details on p.38-39), the implementing agency had not collected sufficient data related to the evaluation indicators and sufficient information could not be obtained to grasp the project impacts. Thus, a lesson from the project was that the provision of support to establish a monitoring system for project data should also be considered.

As goals are set higher, the project's impacts on beneficiaries also become more difficult to measure due to the influence of external factors other than the project's outcomes. Therefore, the establishment of goals which veer away from the project's components is ineffective from the standpoint of monitoring the project and assessing its impacts. Furthermore, there are some difficulties involved with the establishment of evaluation indicators and the acquisition of necessary data, as some projects target many beneficiaries who are spread out over a wide area and the indicators are beyond what the executing agency is capable of measuring. JICA, however, strives to make objective assessments of the development impacts as much as possible.

Specifically, JICA has implemented ex-ante evaluations, including the establishment of evaluation indicators, for Technical Cooperation and ODA Loan projects since FY2001. It has also enhanced the establishment of indicators in the ex-ante evaluation table for Grant Aid projects. Many of the projects from the latest ex-post evaluations date back to before the introduction of the current system, but in recent years, more projects carry out baseline surveys and support the enhancement of monitoring capabilities. Therefore, it is expected that improvements will be made to the cases discussed earlier.

Furthermore, in the sectors of health and education, new approaches have been tried. This includes the establishment of verifiable indicators using empirical evidence that has been accumulated through many years of research around the world, as well as those items found in the basic data of the broad range of beneficiaries for which data can be collected regularly.

Based on the ex-post evaluation results and drawing on the fruits of international research, JICA will continue to strive to establish appropriate goals and evaluation indicators, as well as objectively and quantitatively measure the impacts.

## ■ Sample effects indicators

Sector	Key indicators (unit)	Sample ex-post evaluation project
Road	<ul style="list-style-type: none"> <li>Traffic volume (vehicles/day)</li> <li>Reduction in transit time (time/year)</li> </ul>	Industrial Ring Road Construction Project (Thailand)
Irrigation	<ul style="list-style-type: none"> <li>Irrigated and planted area (ha)</li> <li>Production of major crops (t)</li> <li>Water charge collection rate (%)</li> </ul>	Lower Agusan Development Project (Irrigation Component) (Philippines)
Health	<ul style="list-style-type: none"> <li>Bed occupancy rate (%)</li> <li>Number of surgical operations (cases)</li> <li>Number of laboratory tests (cases)</li> </ul>	Project for Improvement of Josina Machel Hospital (Angola)
Environment	<ul style="list-style-type: none"> <li>Amount of wastewater treated (t/day)</li> <li>Amount of pollutants removed (t/year)</li> <li>Number of inspections by environmental authorities (cases)</li> </ul>	Heilongjiang Songhua River Basin Environmental Improvement Project (China)
Education	<ul style="list-style-type: none"> <li>Number of school management committees, number of activities (cases)</li> <li>Number of enrollees (people), enrollment rate (%)</li> </ul>	Project on Support to the Improvement of School Management through Community Participation (School for All) (Niger)
Water supply	<ul style="list-style-type: none"> <li>Water supply (m<sup>3</sup>/day)</li> <li>Population with water supply (people)</li> <li>Non revenue water (%)</li> </ul>	Project for Improvement of Water Supply System in Matara District (Sri Lanka)

The Results of Ex-post Evaluation Rating

Country	No	Scheme*	Project name	page	Rel- evance	Effec- tiveness	Effi- ciency	Sustan- ability	Overall rating
India	1	L	Simhadri Thermal Power Station Project (I)-(IV)	26	a	a	a	a	A
Indonesia	2	L	Urban Arterial Roads Improvement in Metropolitan Project		a	a	b	a	A
	3	L	Development Policy Loan (I)-(IV)*2	28	—	—	—	—	A
	4	G	The Project for Rehabilitation of Gresik Steam Power Plant Units 3 and 4		a	a	a	a	A
	5	L	Sipansihaporas Hydroelectric Power Plant Project (E/S)(1)(2)		a	a	b	a	A
	6	L	Construction of Railway Double Tracking of Cikampek-Cirebon		a	a	b	a	A
	7	G	The Project for Bridge Construction in the Central and North Sulawesi Provinces		a	a	a	b	A
	8	T	The Project for Strengthening of Polytechnic Education in Electric-Related Technology	30	a	b	a	b	B
	9	L	Palembang Airport Development Project (1)		a	a	b	b	B
	10	L	Way Sekampung Irrigation Project (1)~(3)		a	a	b	b	B
	Kazakhstan	11	L	Astana Airport Reconstruction Project		a	a	b	a
Cambodia	12	G	The Project for Improvement of Water Supply System in Siem Reap Town		a	a	a	a	A
	13	G	The Project for Improvement of Equipment for Demining Activities (Phase IV)	32	a	a	a	a	A
Sri Lanka	14	L	Bandaranaike International Airport Development Project		a	a	b	a	A
	15	L	Small-Scale Infrastructure Rehabilitation and Upgrading Project (I)(II)		a	a	b	b	B
	16	L	Road Network Improvement Project		a	a	b	b	B
	17	G	The Project for Improvement of Water Supply System in Matara District		a	a	a	a	A
Thailand	18	L	Mahaweli System C Upgrading Project		a	a	b	b	B
	19	L	National Metrology System Development Project (I)(II)		a	a	b	a	A
	20	L	Industrial Ring Road Construction Project		a	a	b	a	A
	21	L	Power Distribution System Reinforcement Project (5-1)(5-2)		a	a	b	a	A
	22	L	Pasak Irrigation Project (Kaeng Khoi-Ban Mo Pumping Irrigation)		b	a	b	a	B
	23	L	Distribution System Reliability Improvement Project		a	a	b	a	A
	24	L	Pak Kret Bridge and Connecting Road Construction Project		a	a	b	a	A
	25	L	Hainan Development Project (Yangpu Port)		a	a	b	a	A
China	26	L	Huai River Henan Water Pollution Control Project (I)(II)		a	b	b	a	B
	27	L	Gansu Water-Saving Irrigation Project		a	a	b	a	A
	28	L	Jilin Song Liao River Basin Environmental Improvement Project	34	a	b	b	b	C
	29	L	Guangxi Water Supply Project		a	a	b	a	A
	30	L	Jiangxi Water Supply Project		a	a	b	a	A
	31	L	Tongyu River Irrigation Development Project (I)(II)		a	b	c	a	C
	32	L	Heilongjiang Heihe-Bei'an Road Construction Project		a	a	a	a	A
	33	L	Heilongjiang Songhua River Basin Environmental Improvement Project		a	b	b	a	B
	34	L	Xiang River Basin Hunan Environmental Improvement Project (I)(II)		a	b	b	a	B
	35	L	Shuoxian-Huanghua Railway Construction Project (I)-(IV)/Huanghua Port Construction Project		a	a	a	a	A
	36	L	Chongqing Urban Railway Construction Project		a	b	b	a	B
	37	L	Changsha Water Supply Project		a	a	b	a	A
	38	L	Hohhot and Baotou Environmental Improvement Project (I)(II)		a	b	a	b	B
	39	L	Hohhot Water Supply Project		a	b	b	a	B
	40	L	Benxi Environmental Improvement Project (I)-(III)		a	a	b	b	B
	41	L	Liuzhou Environmental Improvement Project		a	b	b	a	B
Nepal	42	L	Kali Gandaki 'A' Hydroelectric Project		a	a	b	a	A
	43	G	The Project for the Extension and Reinforcement of Power Transmission and Distribution System in Kathmandu Valley (Phase III)		a	a	a	b	A
Pakistan	44	G	The Project for the Retrieval of Sewage and Drainage System in Lahore City		a	a	b	a	A
Bangladesh	45	L	Northern Rural Infrastructure Development Project	36	a	a	a	b	A

Regarding projects which have page numbers listed, please refer to page 26 and onwards of this report.  
For projects with a star (★) denotes that the division in charge of the project has made some interpretations which vary from the evaluation findings. For details, please contact the Evaluation Department of JICA.

Country	No	Scheme*	Project name	page	Rel- evance	Effec- tiveness	Effi- ciency	Sustan- ability	Overall rating
Timor-Leste	46	G	The Project for Improvement of Roads between Dili and Cassa	38	a	a	a	c	B
Philippines	47	L	Lower Agusan Development Project (Irrigation Component)	40	b	c	c	c	D
	48	L	Lower Agusan Development Project (Irrigation & Flood Control Component)		a	a	b	c	C
	49	L	Selected Airports (Trunkline) Development Project (Phase I)(Phase II)		a	a	b	b	B
	50	L	Rehabilitation and Maintenance of Bridges Project (Phase IV)		a	a	b	b	B
	51	L	Arterial Road Links Development Project (Phase IV)		a	a	c	a	B
	52	L	Northern Negros Geothermal Project*		a	c	b	b	D
	53	L	Rural Road Network Development Project (II)		a	a	b	b	B
	54	L	Philippine - Japan Friendship Highway Mindanao Section Rehabilitation Project (I)(II)		a	a	b	b	B
	55	L	Pinatubo Hazard Urgent Mitigation Project (Phase II)		a	a	b	b	B
	56	L	Southern Mindanao Integrated Coastal Zone Management Project		a	a	b	b	B
Viet Nam	57	L	Mindanao Container Terminal Project		a	b	a	a	A
	58	L	National Highway No.10 Improvement Project (I)(II)		a	a	b	b	B
	59	L	Da Nang Port Improvement Project		a	a	b	a	A
	60	L	Hai Van Tunnel Construction Project (I)-(III)		a	a	b	a	A
Malaysia	61	L	Hanoi Drainage Project for Environment Improvement (I)(II)		a	a	b	a	A
	62	L	Binh Bridge Construction Project		a	a	b	a	A
63	T	Project on Networked Multimedia Education System		b	c	c	c	D	
Laos	64	G	The Project for Rehabilitation of the Nam Ngum I Hydropower Station		a	a	a	a	A
Egypt	65	G	The Project for Improvement of Water Supply System at the Northern Pyramids Area in Giza City		a	a	b	a	A
	66	L	Integrated Reforestation Project	42	a	a	b	a	A
Tunisia	67	L	Telecommunications Network Development Project (II)(III)/Interurban Telecom. Transmission Network Expansion Project		a	a	b	a	A
	68	T	Establishment of Extension System for Artisan Fisheries in Morocco	44	a	a	a	b	A
Angola	69	G	Project for Improvement of Josina Machel Hospital	46	a	a	b	b	B
Kenya	70	G	The Project for Improvement of Facilities for Control of Infectious and Parasitic Diseases at Kenya Medical Research Institute		b	b	a	b	C
	71	T	International Parasite Control Project		a	a	b	a	A
	72	T	The Research and Control of Infectious Diseases Project		a	b	b	a	B
Swaziland	73	L	Northern Main Road Construction Project	48	a	a	c	a	B
	74	T	School for All		a	a	b	b	B
Niger	75	G	Project for Construction of Primary Schools in Dosso and Tahoua Regions	50	a	b	b	b	C
Malawi	76	T	The Project on Aquaculture and Technical Development of Malawian Indigenous Species	52	a	b	b	b	C
Mali	77	G	The Project for Construction of Primary Schools (Phase II)		a	a	b	b	B
South Africa	78	G	The Project for Improvement of Medical Equipment for Primary Health Care Institutes in Eastern Cape Province		a	a	a	b	A
Mozambique	79	G	The Project for Groundwater Development for Rural Water Supply in Zambezia Province		a	a	b	b	B
Lesotho	80	G	The Project for Construction of Primary Schools		a	a	a	b	A
Peru	81	L	Social Sector Development Project in Sierra Area II (FONCODESII)	54	a	a	b	a	A
	82	L	Yuncan Hydro Power Plant Construction Project (Paucartambo II)		a	a	b	a	A
	83	L	Southern Lima Metropolitan Sewerage Improvement Project		a	b	b	b	C
Albania	84	L	Drin River Hydropower Stations Rehabilitation Project		a	a	c	a	B
Bulgaria	85	L	Port of Bourgas Expansion Project		a	b	c	c	D

\*1 T: Technical Cooperation, L: ODA Loan, G: Grant Aid  
\*2 As this project is a general budget support loan, its evaluation method is different from the others'.

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## Explanation of Ratings Distribution

### Overall rating

In FY2009, detailed ex-post evaluations were conducted for 85 projects: 61 ODA Loan projects; 17 Grant Aid projects; and 7 Technical Cooperation projects. Most of the projects were carried out in Asia and Africa by region, and for the development of roads, electricity, water supply and sewerage, and irrigation by sector.

The overall ratings of the 85 projects are as illustrated in the graph: 43 projects were rated A (50.6%); 31 projects were B (36.5%); 7 projects were C (8.2%); and 4 projects were D (4.7%). A and B combined account for 87.1% of the total; therefore, the projects largely generated the impacts which were expected. Compared to previous trends, while the share of the projects with A increased and the share of the projects with C decreased this fiscal year, the distribution overall is comparable to previous years.

### Criterion-based rating

The findings by criterion are as follows. First, with regards to relevance, 80 projects were rated "a" (94.1%) and 4 projects were "b" (4.7%); therefore, most of the projects were deemed relevant. The reasons for the "b" rating included the fact that while the project was relevant to the needs and policies of the developing country, the project was not necessarily relevant to the needs and development policies at the field level in some parts of the project areas.

Next, regarding effectiveness (impact), 64 projects were rated "a" (75.3%), 17 projects were "b" (20.0%), and 3 projects were "c" (3.5%). Therefore, many projects were deemed to be effective and have generated impacts. Projects which were rated "b" and "c" included those that constructed and developed outputs such as facilities and infrastructure as planned, but they were not utilized as initially expected. Reasons vary by project. For example, in several projects, the reason was attributed to the deterioration of the economic environment, which caused delays in closely related projects, and as a result, the facilities did not fully operate.

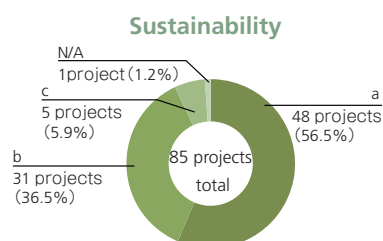
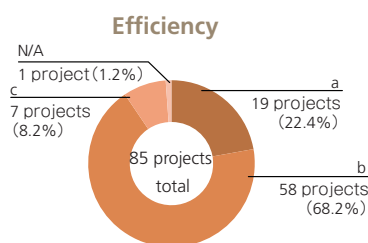
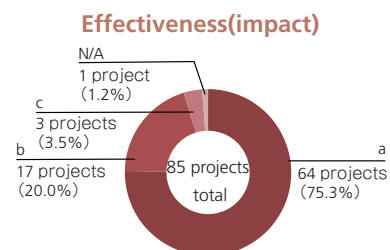
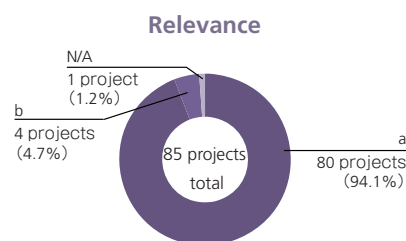
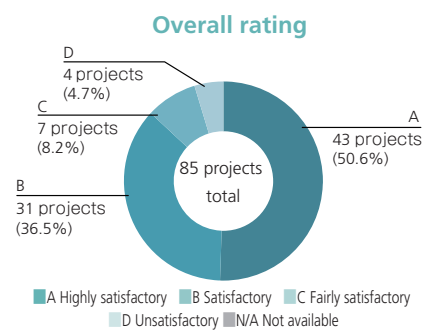
As for efficiency, 19 projects were rated "a" (22.4%), 58 projects were "b" (68.2%), and 7 projects were "c" (8.2%). Therefore, the projects were not necessarily efficient. The primary cause of the "b" and "c" ratings was the fact that the project was not completed within the planned period. Reasons included external factors such as inclement weather, delays in construction progress and procurement procedures, and delays in the licensing procedure of the counterpart country's government and executing agency.

Finally, with regards to sustainability, 48 projects were rated "a" (56.5%), 31 projects were "b" (36.5%), and 5 projects were "c" (5.9%). Therefore, there is substantial room for improvement. In many projects, the cause of the "b" and "c" ratings was attributed to insufficient budgets for operation and maintenance. The reasons for this included insufficient budget allocations from the central government, as well as the collection of insufficient user fees from the users of the facilities, etc. (e.g., school tuition, use of irrigated water) for covering the necessary operation and maintenance expenses.

Regarding these problems, individual project evaluations identify recommendations and lessons learned for JICA and the developing country. They include "fully understand the development needs,

including at the field level, during the project planning stage", "establish realistic procurement and construction schedules", and "allocate a sufficient operation and maintenance budget". The recommendations and lessons learned will be fed back to the developing country in order to improve the project and to utilize them for future projects. At the same time, mechanisms will be developed for recommendations and lessons learned to be fed back within JICA to steadily reflect them in future ODA projects.

### Overall rating and four criteria ratings



\*The Indonesia "Development Policy Loan (DPL) (I) - (IV)" employed an evaluation method that is different from other projects, and was thus not rated against the four criteria. See p.28 for details.

## Projects Cited as Having Issues in Ex-Post Evaluation

Based on the ex-post evaluation findings, an overall rating of projects is given on a scale of A to D. Of those evaluated in FY2009, the following four projects were evaluated as D (unsatisfactory).

JICA will make follow-up by such tools as a follow-up study, ex-post

monitoring, etc. in response to the challenges, lessons learned, and recommendations identified in the ex-post evaluation, and take stock of them for future similar projects.

### Philippines: Lower Agusan Development Project (Irrigation Component) (ODA Loan)

● **Evaluation result**

Of the area irrigated by the project, the actual area cultivated with rice was significantly smaller than planned. Conversion of irrigated land into residential and commercial areas was the primary reason for the significant reduction. However, other factors included facility failures due to flooding, farmers not having enough capital to develop their land, and the absence of landowners.

With regards to operation and maintenance, major concerns were raised over the project's financial sustainability. The reasons included the high power cost for pump irrigation, the limited collection of water fees due to the aforementioned reduction in irrigated and cultivated land area, and the high dependence (about 70%) on government subsidies.

● **Recommendations and lessons learned**

It was recommended that the executing agency secure the necessary budgetary funds and proceed with the repairs of the irrigation facilities as planned in order to increase the irrigated and cultivated area. The executing agency was also recommended to increase the capacity of irrigation associations (IAs) to facilitate appropriate operation and management and to increase the collection rate of water fees. In addition, a lesson from the project was that irrigation projects need to be implemented in coordination with the land use development plan and policies of local governments. In particular for pumping irrigation, in which cost is high, the operation and maintenance cost sharing method should be fully explored during the project appraisal stage.

● **Action plan by responsible department in JICA**

The JICA department responsible for the project will monitor the trends associated with the conversion of irrigated land into residential and other areas, through the executing agency. Furthermore, it will monitor the executing agency's efforts to improve the irrigation facilities in order to increase the irrigated and cultivated acreage, as well as monitor the operation and maintenance of the facilities.

### Malaysia: Project on Networked Multimedia Education System (Technical Cooperation)

● **Evaluation result**

The purpose of the project was to carry out distance learning using satellite communication from the hub station at the Multimedia University for five education institutions in Malaysia (remote stations), in order to develop information and communication technology (ICT) human resources. However, the number of persons who completed the courses was significantly lower than planned. The distance learning courses were cancelled following the project's termination. The reasons included the declining number of students owing to the rise in education institutions which offer similar courses, as well as external factors including the availability of high-speed Internet at low prices contrary to expectations at the time of the project's planning. Furthermore, the evaluation noted that the needs of the remote stations were not well understood.

### Philippines: Northern Negros Geothermal Project(ODA Loan)

● **Evaluation result**

Due to the reduction in steam flow after the project's completion, the maximum power output of the power plant as well as the electricity generated by the transmission line declined. At the ex-post evaluation stage, they were both roughly two-thirds to one-fifth of the levels that were planned.

The project period was also significantly longer than planned, with there having been little prospect of an energy sales contract being signed due to the Asian currency crisis and the construction work being placed up for re-tender. Furthermore, earnings from energy sales were insufficient due to the shortage of electricity generated; therefore, the financial sustainability of the project was not fully certain.

● **Recommendations and lessons learned**

It was recommended that the executing agency continues its initiatives to restore the steam flow, including the additional development of steam wells, and that JICA continues to monitor these activities. In addition, the evaluation noted that while geothermal power is a promising renewable energy, heat source development risks specific to geothermal power generation may pose serious impacts on the project's effectiveness. Thus, the lesson was that risk mitigation measures should be considered during the project's appraisal.

● **Action plan by responsible department in JICA**

A distinctive characteristic of geothermal projects is that project impact rises with long-term heat source development. Thus, development inside the buffer zone (closer to the heat source) was needed to cope with the shortage of steam supply. However, the necessary procedures were delayed. At present, the procedures have been completed, and the executing agency is carrying out heat source studies. JICA will continue to monitor these activities.

● **Recommendations and lessons learned**

In light of Malaysia's continued needs for ICT human resources development, the implementing agency was recommended to gauge the current situation and review the possibility of reutilizing the Networked Multimedia Education System (NMES). In addition, since the project had an overall focus on communication technology for the purpose of providing distance learning opportunities using satellite communication, it was recommended that the project considers both communication and education aspects. A lesson learned was that if the counterpart agency is an implementing agency not directly affiliated with the government, the division of roles should be set out clearly.

● **Action plan by responsible department in JICA**

Regarding the future activities of the implementing agency, the JICA department responsible for the project will advise the reutilization of NMES as necessary. It will also share the lessons learned from this project with stakeholders in order to draw on them during the project cycle of similar projects (project planning and implementation stages).

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## Bulgaria: Port of Bourgas Expansion Project (ODA Loan)

### ● Evaluation result

The amount of bulk cargo, such as coal and iron ore, handled at the port terminal following its completion did not reach the planned level as of the ex-post evaluation. The business difficulties faced by the largest steel plant in Bulgaria supplying the bulk cargo forced the plant to stop production. As a result, the amount of cargo handled at the Port of Bourgas significantly declined. This was the primary reason. Furthermore, due to the slowdown in cargo transactions, the executing agency continued to incur losses. Thus, the budget for operation and maintenance was inadequate and routine maintenance was not conducted. Based on these circumstances, the sustainability of the project was determined to be low.

### ● Recommendations and lessons learned

In order to increase cargo transactions, the executing agency was recommended to continue to find new suppliers of cargo and to take steps to transform the port into a transshipment port. JICA was recommended to continue to monitor these activities. In addition, a lesson learned was that in order to prevent projects from being directly impacted by a company's business performance, project risks need to be carefully considered at the project design stage if there are only one or few specific cargo suppliers.

### ● Action plan by responsible department in JICA

The Ministry of Transport advances efforts to make effective use of the port, including finding new customers to revitalize the port and modifying the cargo that is handled. JICA will continue to support the policies of the Ministry of Transport, including making forecasts of cargo demand and other efforts.

## Pilot Implementation of Simplified Ex-Post Evaluation

Simplified ex-post evaluations were conducted by external evaluators in this fiscal year as a pilot basis. The projects covered by this simplified ex-post evaluations were over 200 million yen and below 1,000 million yen, which were not covered by detailed ex-post evaluations. Considering the number of projects and the cost-effectiveness of evaluations, the simplified ex-post evaluations were carried out as desk evaluation studies, not carrying out field surveys. In order to evaluate the projects, the primary information was collected from implementing agencies through questionnaires. This information was supplemented by relevant documents and interviews of project stakeholders in Japan.

The evaluation results of individual projects are available on the JICA website (<http://www.jica.go.jp/english/operations/evaluation/index.html>).

Several issues have been addressed in the implementation of simplified ex-post evaluations: for instance, some implementing agencies did not submit the answers to the questionnaires by the deadline and the answers provided were sometimes insufficient to conclude evaluation result. Furthermore, since this evaluation was carried out as desk evaluation study, verifying the accuracy of answers from implementing agencies including current effect and maintenance situation, have been recognized as major issues. Also, this limitation made it difficult to draw recommendations for the project.

### Trends in simplified ex-post evaluation findings

Based on the above limitations, while evaluations were conducted according to the five DAC evaluation criteria, some of them have reservations about their results. Each evaluation criterion was assessed and analyzed as much as possible based on all the findings of the project evaluations. Simplified ex-post evaluations were conducted for 90 projects: 51 Grant Aid projects and 39 Technical Cooperation projects. The observations for each evaluation criterion are elaborated

below.

In most of the projects, the criterion of "relevance" was evaluated to be high. Some projects, however, were not relevant with the development needs of the recipient country, due to changes in the policy of the implementing agency and the declining needs of the beneficiaries. Regarding "efficiency", with Grant Aid projects largely allowing the Japanese side to control the inputs, many projects achieved their planned outputs. Concerning effectiveness (impact) approximately 60% of the projects achieved most of their initial objectives, while some projects faced challenges in achieving their outcome and target indicators. Regarding "sustainability", concerns related to financial situation and the facilities' operation and maintenance system of the implementing agency were recognized in approximately 60% of the projects.

In addition, among Technical Cooperation projects, issues tended to be more visible in case that the implementation approach required more careful coordination among various implementing agencies, compared to projects implemented with a single agency.

### Future efforts

The JICA department(s) responsible for the project will take stock of the individual evaluation findings for supervising other projects. In light of the above challenges and difficulties with the implementation method of the simplified ex-post evaluation, JICA will examine to improve the method based on its need to achieve accountability and the cost-effectiveness of the evaluation.

# List of Projects Outlined in this Report

The evaluation findings for the following projects are outlined on page 26 and onwards.

## Ex-post Evaluation

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1	India	ODA Loan	Simhadri Thermal Power Station Project (I)-(IV)	P.26
2	Indonesia	ODA Loan	Development Policy Loan (I)-(IV)	P.28
3	Indonesia	Technical Cooperation	The Project for Strengthening of Polytechnic Education in Electric-Related Technology	P.30
4	Cambodia	Grant Aid	The Project for Improvement of Equipment for Demining Activities (Phase IV)	P.32
5	China	ODA Loan	Jilin Song Liao River Basin Environmental Improvement Project	P.34
6	Bangladesh	ODA Loan	Northern Rural Infrastructure Development Project	P.36
7	Timor-Leste	Grant Aid	The Project for Improvement of Roads between Dili and Cassa	P.38
8	Philippines	ODA Loan	Lower Agusan Development Project (Irrigation Component)	P.40
9	Tunisia	ODA Loan	Integrated Reforestation Project	P.42
10	Morocco	Technical Cooperation	Establishment of Extension System for Artisan Fisheries in Morocco	P.44
11	Angola	Grant Aid	The Project for Improvement of Josina Machel Hospital	P.46
12	Swaziland	ODA Loan	Northern Main Road Construction Project	P.48
13	Niger	Grant Aid	The Project for Construction of Primary Schools in Dosso and Tahoua Regions	P.50
14	Malawi	Technical Cooperation	The Project on Aquaculture and Technical Development of Malawian Indigenous Species	P.52
15	Peru	ODA Loan	Social Sector Development Project in Sierra Area II (FONCODESII)	P.54

## Impact Evaluation

16	Thailand/Philippines/ Indonesia/Sri Lanka	ODA Loan	Impact Evaluation of Irrigation Projects	P.56
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