

Annual Evaluation Report 2003

Japan International Cooperation Agency

PREFACE

In October 2003, the Japan International Cooperation Agency (JICA), Japan's main implementing agency for Official Development Assistance (ODA), took its first steps as an Independent Administrative Institution. Under a new slogan, "For a better tomorrow for all," the new JICA is working more earnestly and with a strong sense of mission to respond to the expectations of the Japanese people and carry out cooperation that truly contributes to economic and social development and peace-building of partner countries.

To this end, JICA recognizes the importance of decentralizing its operations, and is drastically reforming its organization and operations around four guiding principles: (1) A result-oriented approach and enhanced efficiency, (2) Transparency and accountability, (3) Public participation, and (4) Assistance for peace-building.

Evaluation is an important means by which JICA can promote effective cooperation under results-based management, enhance its transparency, and secure accountability. With this in mind, JICA, as a part of its reforms, is endeavoring to improve the quality of its evaluations and strengthen its system to disclose evaluation results to the public. From this standpoint, JICA considers the Annual Evaluation Report to be an indispensable tool for achieving full accountability, as well as an important medium for communicating with a wider public. Annual Evaluation Report 2003 is the first report of its kind to be issued by the new JICA. For this reason, JICA reviewed and revised its editorial policy for the Report and set its theme, "Toward a Learning Organization," to demonstrate JICA's intention to continuously learn from experience in order to further improve its cooperation.

Guided by this theme, JICA undertook a comprehensive review of its current operations in order to identify lessons learned and continuing challenges of achieving more effective and efficient cooperation. This review included a comprehensive analysis of past evaluations, "Synthesis Study of Evaluations", by JICA and the Advisory Committee on Evaluation, which is composed of external experts. This report presents the results of these analyses and JICA's plans to tackle the identified challenges.

To become a learning organization, it is indispensable for JICA not only to continue its learning efforts, but also to obtain advice from a wide range of people. It is my hope that this Report will help readers to better understand and support JICA, and in this regard, I would like to cordially welcome your comments and suggestions regarding its contents.

Taking this opportunity, I would like to express my sincerest gratitude to the members of the Advisory Committee on Evaluation and the many others who have provided valuable support to us in the preparation of this Report.

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Country Targeted for Evaluation Study Published in Annual Evaluation Report 2003





Mexico

Jamaica

Dominican Republic

Guatemala

Honduras

El Salvador

Panama

Colombia

Peru

Bolivia

Paraguay

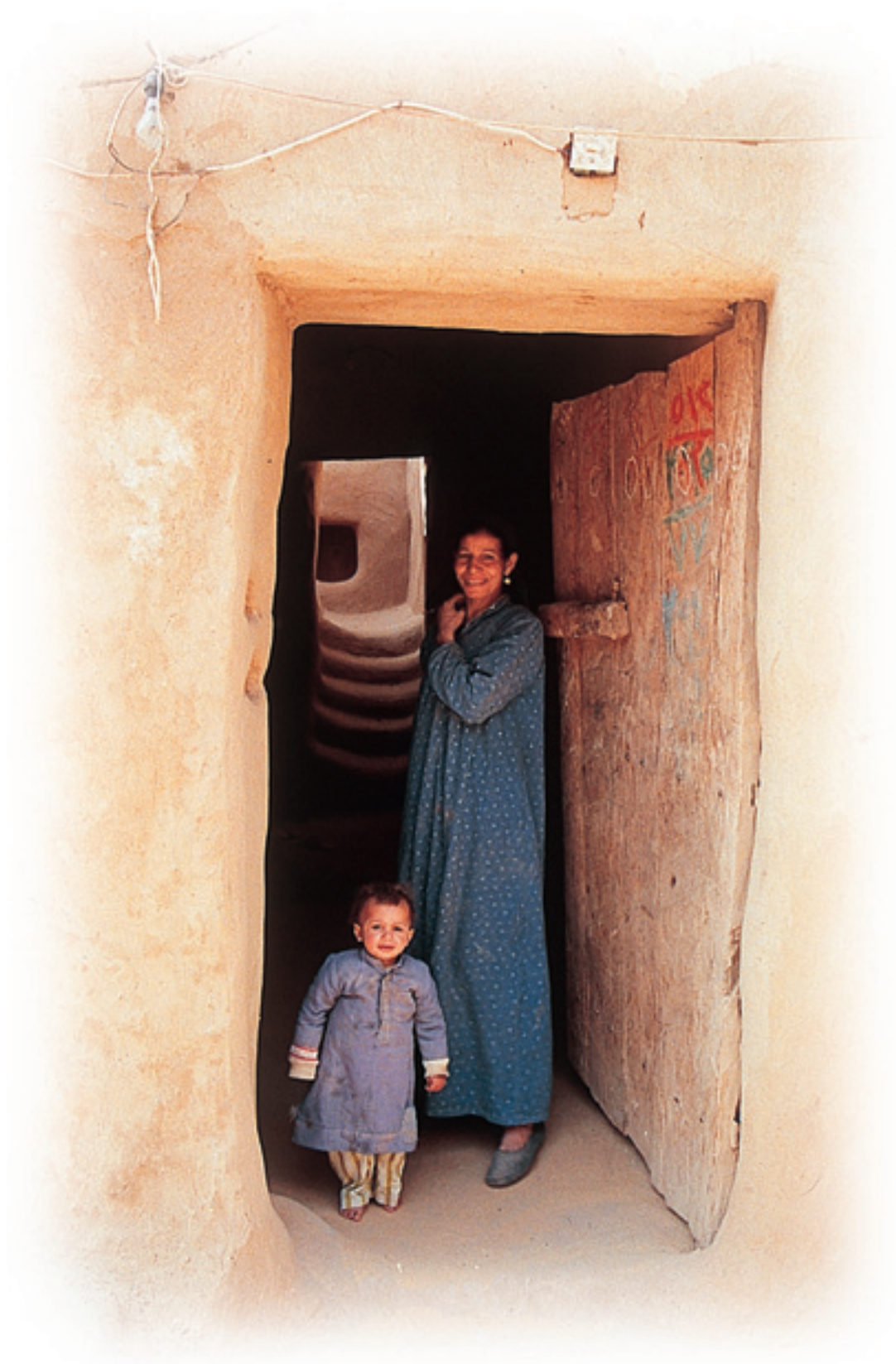
Chile

Argentina

Brazil

Vanuatu

Tonga



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Toward a “Learning Organization”

– JICA’s Evaluation and Outline of the Annual Evaluation Report 2003

JICA’s Evaluation

The Japan International Cooperation Agency (JICA) was reorganized into an Independent Administrative Institution (IAI) on October 1, 2003. Under the IAI system, established as part of the government’s administrative reform, the new JICA has launched a sweeping review of its organization and operation with a view to improving the effectiveness, efficiency and transparency of its cooperation so that it can become an organization widely trusted both in Japan and overseas.

Evaluation is an indispensable tool for JICA’s effort to improve its performance. In the “JICA Evaluation Guidelines”, JICA defines the primary objective of evaluation as “enabling more effective and efficient cooperation by the use of evaluation results for planning and improving projects and also for securing accountability, which also leads to gain understanding and support from Japanese people.” JICA has extended great effort into evaluation as part of its operations.

With the increasing attention on the importance of evaluation due to the ongoing reform of Official Development Assistance (ODA) and JICA’s transition into an IAI, JICA is promoting further effort to enhance its evaluation system and feedback from evaluation results, focusing on the following six fields.

- ① Establishing a consistent evaluation system from the ex-ante to ex-post stages
- ② Expanding coverage of evaluation
- ③ Reinforcing the evaluation system and capacity
- ④ Developing and improving evaluation methods
- ⑤ Promoting evaluations by third parties
- ⑥ Enhancing disclosure of evaluation results

New Editorial Policy of Annual Evaluation Report and Disclosure of Evaluation Results over JICA website

Besides making all evaluation reports public, JICA posts the results of various evaluations on its website. Previously, however, evaluation results of individual projects were uploaded to the website only after they were compiled into Annual Evaluation Reports. In response to suggestions from both within and outside JICA, JICA changed the system in FY2003, so that the information becomes accessible to the public more swiftly. With this new system, evaluation results are uploaded as soon as the evaluation report is completed.

Along with the change in disclosure system of individual evaluation results, JICA reviewed and revised its Annual Evaluation Report, an instrument to provide a broad range of information about its operations and management. In formulating new editorial policy, attention was placed on incorporating suggestions and opinions supplied by readers of the Report issued in FY2002, such as the Report should be more useful for communication with the public, and by the Advisory Committee on Evaluation composed of external experts. Responding to these, the new editorial policy focuses on delivering clearer vision and messages, and the Annual Evaluation Report 2003 placed special emphasis on reporting the overall performance of JICA projects by conducting a comprehensive analysis of individual evaluation results, the “Synthesis Study of Evaluations”.

Theme and Outline of Annual Evaluation Report 2003

Annual Evaluation Report 2003 has set “learning organization” as its theme and focuses on identifying current activities, challenges, as well as lessons learned from the past experiences. The report analyzes the current state of JICA’s cooperation and evaluations and their problems in order to draw lessons for improving the effectiveness and efficiency of the JICA’s cooperation and the quality of evaluations to promote feedback. Unlike the previous Annual Evaluation Reports, this year’s report included all the evaluation results for individual projects into the attached CD-ROM. Correspondently, the Report focuses on presenting the results of synthesis study of these individual evaluations to provide a reader with a clearer picture of JICA’s overall operations and to highlight the challenges it must deal with. Many of the respondents to the reader survey for Report 2002 indicated that their interests are in analyses and detailed descriptions of the factors behind successful and unsuccessful cases instead of simple reporting about whether individual projects went well or badly. Other comments included; most of the information included in the Report was general and superficial; presenting merely passable summaries of evaluation results were useless.

In evaluating ODA projects, supported by taxpayers, one can not stress enough the importance of the “results”, however, simply examining the results does not lead to significant improvements in the projects results. In-depth analysis of the processes and factors that led to the results is crucial for improvements. JICA believes that one of the primary functions of evaluation is to produce such penetrating analysis.

The new JICA aspires to become a “learning organization,” an organization that can analyze and evaluate its performance and operations, discover its own problems, and ensure that the findings are shared within the organization as important knowledge. It also hopes to improve its management and operations for more effective and efficient ODA by seeking wide range of opinions and suggestions through the publication of evaluation results. This is the central message of JICA’s Annual Evaluation Report 2003.

The following is an outline of the Annual Evaluation Report 2003.

Part 1 Overview

Chapter 1 Recent Trends in ODA Evaluation and JICA’s Efforts on Evaluation

This chapter describes the recent trends in ODA evaluation, both at home and abroad, and outlines the framework, methods and system of JICA’s evaluation.

Chapter 2 Toward Expanding and Enhancing Evaluation

– Efforts in Six Strategic Fields

This chapter describes JICA’s six strategic fields of its efforts for expanding its evaluation system and promoting the feedback from evaluation results as well as specific efforts in each strategic field.

Part 2 Synthesis Study of Evaluations and Evaluation Feedback

Chapter 1 Synthesis Study of Evaluations

In this chapter, the results of the terminal evaluations of individual projects conducted in FY 2001 are synthesized. The projects are assessed on the Five Evaluation Criteria proposed by the Development Aid Committee (DAC) of the Organization for Economic Cooperation and Development (Relevance, Effectiveness, Efficiency, Impact and Sustainability). This chapter also includes the review of evaluation quality analyzing each evaluation report. Furthermore, factors promoting and impeding the cooperation effects were analyzed in both the planning and implementation stages as a step to draw lessons useful for improving the effectiveness of JICA cooperation.

Chapter 2 Feedback from Evaluation Results

This chapter summarizes the follow-up activities of the terminal evaluation results conducted in FY 2001. In addition, the trends of the lessons are analyzed that were presented in the past Annual Evaluation Reports for the last four years with case examples of feedback from the lessons.

Also, the results of a survey on JICA’s evaluation feedback are presented. By analyzing the response from JICA staffs at departments in charge of project implementation with regard to feedback from evaluation results, the rest of the chapter specifies how JICA can strengthen feedback mechanisms to improve its undertakings.

Part 3 External Evaluation

– Secondary Evaluation by the Advisory Committee on Evaluation

As part of its effort to improve the quality of its evaluations, JICA asked the Advisory Committee on Evaluation, composed of external experts, to assess its evaluations and point out their problems from the viewpoint of a third party. Part 3 describes the results of the Committee’s evaluations on JICA evaluations (secondary evaluation).

In conducting secondary evaluation, the members reviewed and rated the 40 terminal evaluations (internal evaluations) of projects JICA carried out in FY 2001. The reports were analyzed from the following points; evaluation framework, implementation of evaluation research, analysis, DAC’s Five Evaluation Criteria and lessons and recommendations. To analyze these points, the five criteria for good evaluations prescribed by the “JICA Evaluation Guidelines” (usefulness, fairness, neutrality, credibility, participation by developing countries) were applied for the secondary evaluations. Part 3 also analyzes the challenges that lie ahead for JICA cooperation as described in evaluation reports.

Part 4 Country-Program Evaluation and Thematic Evaluation

Part 4 clarifies the roles of JICA’s country-program and thematic evaluations and depicts the development of evaluation methods for specific countries and cooperation programs as well as related challenges. It also summarizes the results of three evaluations among those conducted in FY 2001: the “Country-program Evaluation for Honduras”, the thematic evaluation entitled “Population and Health Sector in the Philippines under JICA / USAID Collaboration: Part 2 (Infectious Disease Control Field),” and “Synthesis Study of Evaluations: Population and Health” These evaluations are presented as they adopt new evaluation methods or approaches (the Program Approach Logic Model and meta-evaluation).