Chapter 2 ● Feedback from Evaluation Results

For more effective and efficient projects it is extremely important that evaluation results feedback into the planning and implementation of projects. As described in Chapter 1 of Part 1, JICA has set the following three objectives of Evaluation: (1) Using evaluations as a means for project management, (2) Improve the learning effects for those concerned, and (3) Secure accountability. This chapter addresses JICA's effort to use evaluation results as a project management tool and as part of the learning process for related parties.

Concerning using evaluation results for project management, this chapter presents a "follow-up" on the results of the terminal evaluations conducted in FY2001. In addition, this chapter summarizes the major lessons identified in the Annual Evaluation Reports of the past four years and present case examples to show how those lessons were applied to projects. Each of the past issues of Annual Evaluation Report discusses "lessons learned from evaluation reports", which are the most important lessons from projects targeted for evaluation every fiscal year. This chapter also uses the results of the questionnaire survey of JICA staff to discuss the current situation and issues concerning evaluation feedback in JICA.

2-1 "Follow-up[1]" of Evaluation Results

JICA evaluates individual projects with the aim of collecting necessary information for project management. JICA uses terminal evaluation to formulate recommendations on concrete measures for targeted projects based on the understanding project conditions and the evaluation results of the Five Evaluation Criteria. The results of terminal evaluation is to be incorporated into the decision making process and used to judge whether the target project should be terminated or continued. In order to fully consider these matters and take necessary measures, JICA does a terminal evaluation a few months prior to the end of a project.

If evaluation results confirm that a project's initial purpose will be achieved, the project is completed as scheduled. In some situations, however, a project needs further activities or more time to accomplish its project puroses within the project period or, even though its goals are mostly met, the project may need additional assistance. On the

other hand, there are such cases as projects make steady progress and accomplish their initial project purposess and, as a result, are expanded and continued with additional activities to enhance the project's benefits or to achiere new goals at a higher level.

JICA conducted 104 terminal evaluations on individual projects (63 Technical Cooperation Projects, 6 Grant Aids, 1 Japan Overseas Cooperation Volunteer Program and 34 Overseas Trainings) in FY 2001 and decided to extend a "follow-up" cooperation on 39 of these.

The "follow-up" varied in its combination of input, such as the dispatch of long-term or shot-term experts, the dispatch of Senior Volunteers, the implementation of a new project in a phase 2-like form, and the extension of the cooperation period.

When classifying "follow-up" by objectives, 13 projects did "follow-up" aimed at expanding project benefits, such as transferring techniques and know-how to a similar sector or region or transferring higher or newer skills. When compared with the evaluation results, the terminal evaluation for these projects confirmed that they accomplished their project purposes and achieved good results. As a result, JICA did "follow-up" to disseminate the benefits of these projects.

For example, in "the Project for the Preparation and Publi-

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1) JICA uses the word follow-up in a broad sense. In this report, "follow-up" means that some sort of continuous cooperation is performed, such as extending a project period or conducting a new project, based upon the evaluation results.

cation of the Philippine Pharmacopoeia" in the Philippines, the project purpose of "developing a Philippine Pharmacopoeia model" was accomplished. In order to achieve the overall goal of "publishing a Philippine Pharmacopoeia by ministerial ordinance", preparation and effort is being made for the publication of the Philippine Pharmacopoeia by the Government of the Philippines in 2004. Therefore, the evaluation results of the terminal evaluation recommended that "the Government of Japan should continue its cooperation through: (1) giving advice to the management of preparatory organizations and (2) giving advice and transferring techniques to the monograph testing of medicine for the Philippine Pharmacopoeia in 2004". In response, the Government of Japan has implemented a three year program entitled "the Project for the Preparation and Publication of the Philippine Pharmacopoeia, Phase 2" (2002-2005).

Eight projects did "follow-up" to supplement delays in some actinities or further ensure sustainability, even though the projects had achieved their project purposes to a reasonable extent. The terminal evaluations of those projects concluded that most of the outputs were accomplished and the project purposes achieved generally, but there remained some concerns about sustainability or the need for further cooperation to assist technical acquisition.

For example, "the Project for the improvement of the Maternal and Child Health In-Service Training System and Program" in Ghana attained sufficient results in eight targeted activities and achieved the projects purpose mostly. The terminal evaluation, however, determined that one of its outputs of completely implementing the structured In-Service Training System was accomplished at the middle level because project activities were delayed due to untimely dispatch of experts to the concerned areas. Therefore, the evaluation report recommended to do a follow-up cooperation focusing on specific areas after about a year to confirm the project's benefits. Based on the recommendation, JICA dispatched two long-term experts to the Ministry of Health for one year to expand use of the system.

On the other hand, five projects did "follow-up" to continue assistance because the evaluation determined that achievement level of project purpose and outputs in specific areas were low. These projects were evaluated as low in terms of achievement due to the reasons external to them. Also, most of the evaluations on Effectiveness and Sustainability were low.

For example, "the Project for the Fish-Culture Develo-

pment Project in the Black Sea" in Turkey, evaluation results concluded that high waves caused by abnormal climate damaged facilities and caused an outbreak of disease among zooxanthellae, which adversely affected the accomplishment of project purpose. As a result, assistance was extended for one and a half years, focusing on improving and establishing techniques that were delayed.

In addition, 13 overseas training courses, including Third Country Training Program and In-Country Training Program, conducted "follow-up" as a consequence of evaluations to assure project sustainability and expand training courses.

2-2 Trends in Past Lessons and Projects Reflecting Past Lessons

Evaluation results can be used to increase the learning benefits for people concerned in development assistance. For instance, past lessons can be referred to when preparing and implementing similar projects.

In "Lessons learned from evaluation results" in the Annual Evaluation Report, JICA compiles lessons that were stressed in many evaluation results for the targeted fiscal year and were highly relevant to other projects to given the direction of future assistance. Every year, the Annual Evaluation Report presents around 10 lessons as common lessons for that fiscal year.

This section analyzes features and trends for 30 lessons presented in Annual Evaluation Reports over the four years from 1999 to 2002 and presents case examples of how JICA used these past lessons in projects.

This analysis does not address lessons in Annual Evaluation Reports before FY 1998 because they were only for certain sectors or challenged certain schemes, and the content was specified.

(1) Trends of Past Lessons Learned

Lessons were largely divided into two types: "lessons for the planning stage" and "lessons for the implementing stage". Many of the 30 lessons presented in Annual Evaluation Reports over the past four years were ones noted in the planning stage. This means that many project plans were found to be essential for effective and efficient implementation. Table 2-6 summarizes the lessons of past four years.

1) Lessons for the Planning Stage

Lessons for the planning stage can be largely classified into following four categories: ① Lessons about project plan, ② Lessons about implementing a system overseas, ③ Lessons about the cooperation approach, and ④ Lessons about the program approach.

① Lessons about Project Plan

There were eight lessons about the project plan, including setting project purpose and developing a plan for outputs, activities, and inputs that enables the achievement of

project purpose. Many lessons were mentioned in more than one year. For example, "develop project plan to ensure future sustainability" was mentioned every year from FY 2000 to 2002, "project purpose properly balance outputs, activities, and input" was mentioned in FY 2001 and 2002, and "promote participation of concerned parties in the partner country in project planning and establish consensus among them about the content of the project plan" was mentioned in FY 1999 and 2000. Also such lessons as "Clarify at the planning stage terms of reference of persons concerned in the project considering the mandate of the implementing

Table 2-6 List of Lessons in the Past Four Years

Past Lessons	Number of Reference	Fiscal Year			
		2002	2001	2000	1999
1. Lessons for planning stage	20				
○ Lessons about project plan	8				
Develop project plan to ensure sustainability in the future.	3	○	○	○	
Project purpose properly balance outputs, activities, and inputs.	2	○	○		
Promote participation of concerned parties in the partner country in project planning and establish consensus among them about the content of the project plan.	2			○	○
Clarify at the planning stage terms of reference for persons concerned in the project considering the mandate of the implementing organization and counterparts in the partner countries	1	○			
○ Lessons about implementing system overseas	5				
Limit the number of implementing organization to one as much as possible or streamline coordination structure when involving multiple implementing organizations	3	○	○		○
Phased implementation is effective if partner country not fully prepared.	1		○		
Assess capacity and authority of local government when conducting projects on decentralization	1		○		
○ Lessons about the cooperation approach	4				
Assess applicability and feasibility of project activities at pilot area or in model organization and clarify the path of impact from direct to end beneficiaries	2	○	○		
Consider real world application and extension in research cooperation projects	2		○		○
○ Lessons about program approach	3				
Strengthen overseas support system to enable smooth implementation of JICA's programs	2	○			○
Set program purpose clearly and improve quality of overall plan for formulating programs	1	○			
2. Lessons for implementing stage	5				
In advanced technology fields, flexible response to rapid changes in external conditions is necessary	2		○		○
In country promoting privatization, discuss sufficiently about the future after cooperation with recipient country considering reformation of implementing organization	1				○
Strengthen function of overseas offices to conduct country focused training more efficiently and effectively	1		○		
Improve in third country training, considering appropriateness of screening process, establishment of alternative course, and support to formulate network among ex-participants	1			○	
3. Other lessons learned	5				

organization and counterparts in the partner countries" was pointed out. It is important to note that similar lessons to these for the planning stage were drawn as lessons at the planning stage in Chapter 1, Part 2; "Synthesis Study of Evaluation".

Judging from the above, these lessons about the planning require special attention when formulating projects. The reasons why similar lessons are pointed out every year could be that even though these lessons are recognized as important, they are difficult to put into practice and have issues hard to overcome. It is also worth noting that most of the lessons about the project plan are mentioned in the last three years, indicating increased awareness of the importance of planning.

② Lessons about Project Implementing System Overseas

The system of project implemetation in partner country plays an important role not only for proper planning but also for smooth project implementation. Among the lessons of the past four years, many (five in total) were on implementing system overseas. These include, "limit the number of implementing organization to one as much as possible or streamline coordination structure when involving multiple implementing organizations" mentioned in FY 1999, 2001 and 2002, and "phased implementation is effective if partner country not fully prepared" mentioned in FY 2001.

③ Lessons Learned about the Cooperation Approach

There were four lessons about the cooperation approach in past Annual Evaluation Reports. These include "assess applicability and feasibility of project activities at pilot area or in model organization and clarify the path of impact from direct to end beneficiaries" in FY 2001 and 2002 and "consider real world application and extension in research cooperation projects" in FY 1999 and 2001.

JICA's projects for disseminating techniques often transfer to or develop techniques at the implementing organization of the partner country and demonstrate their applicability during the project period. Then, the implementing organization, which is the target of the technical transfer, uses the results of this cooperation by disseminating the techniques to end beneficiaries or areas other than where they were demonstrated. Above lessons show the common recognition that, even in the project focusing on technical transfer or development, it is necessary to thoroughly examine and consider the system of dissemination so that the benefits of cooperation can be disseminated to end beneficiaries and

beyond the area of demonstration after the project.

④ Lessons Learned about the Program Approach

There are two lessons about program approach: "Set program purpose clearly and improve quality of overall plan for formulating Programs" in FY 2002 and "strengthen overseas support system to enable smooth implementation of JICA's programs" in FY 1999 and 2002. In recent years, JICA has promoted a "program approach", and the importance of these lessons has increased year by year.

2) Lessons Learned at the Implementing Stage

There were five lessons for the implementing stage, including "in advanced technology field, flexible response to rapid changes in external conditions is necessary" in FY 1999 and 2001 and "in country promoting privatization, discuss sufficiently about the post-project strategy with partner country considering reform of implementing organization" in FY 1999.

As described above, in past Annual Evaluation Reports, most lessons were about the planning stage. The Annual Evaluation Report 2003, however, presented various lessons for the implementing stage based on factors that either promote or impede achieving the benefits of assistance in "Synthesis Study of Evaluations", Chapter 1, Part 2.

(2) Projects Reflecting Past Lessons

One of the most important objectives of JICA's evaluation is to improve projects by incorporating lessons into project planning and implementation. This section presents how JICA has incorporated the lessons learned in the Annual Evaluation Reports of the past four years.

As a survey, the list of past lessons was distributed to departments and overseas offices involved in JICA project implementation who were then asked to provide examples. This section presents the most notable of these examples.

1) Projects Reflecting Past Lessons for the Planning Stage

Clarify at the planning stage terms of reference of persons concerned in the project considering the mandate of the implementing organization and counterparts in the partner countries.

Some examples of this lesson were provided. For example, the "improvement of the Asuncion Central Market" project in Paraguay (FY 2003 - 2005). The project's preliminary study clarified policy, technical capacity, implementing system, and the current situation. The project purpose and

activities were then reviewed with the counterparts and revised the project plan based on what was requested by the patner country.

In "the Cerrado Ecological Corridor Conservation Project" in Brazil (FY 2002 - 2004), which targeted different departments in the same implementing organization to past JICA cooperation, the project clarified terms of reference among departments by describing which department implements which activities in the PDM when developing the project plan.

Develop project plan to ensure sustainability in the future.

The development study on "Prevention for Desertification in the South Region of Segor" in Mali (FYs 1999 - 2003) incorporates this lesson. This development study aimed at formulating a plan to prevent desertification. During the later stage of the study, the study team implemented demonstration activities including promoting vegetable cultivation, setting seedling fields and mills in order to verify the relevance of the plan developed. To begin these activities, the shortage of management budget of the partner country made sustainability of these activities a concern. Therefore, a system was introduced to gather part of the running cost from people in the target area in advance to use as part of the funding for management. The fund was also used to make small-scale loans to promote income generating activities by the local people. As a result, these activities are now smoothly managed by the partner country after the end of the cooperation period.

In addition, several projects planned for the near future try to include the necessary activities for assuring financial sustainability for the implementing organization. In the project under consideration in Paraguay, an inspection con-

signment system by external companies is planned as one of the project outputs in order to manage the necessary budget for maintenance of equipment with the experimental laboratory's (the implementing organization) own income.

Promote participation among concerned persons in the partner country in project planning and establish consensus the content of the project plan.

The above lesson was incorporated into the "Improvement of the Asuncion Central Market" project in Paraguay. The project plan was developed with the participation of counterparts in the recipient country.

JICA introduced "Project Document" in FY 2001 to share necessary information for project planning and results discussed in ex-ante evaluation study among those responsible for implementing and evaluating projects. "Project Document" describes the project cycle of formulating, planning, implementing, and evaluating based on necessary information and thoroughly explains the relevance of project implementation. JICA had confirmed the content of projects with partner countries and developed consensus documents in the past. Sharing information compiled in "Project Document" with concerned people is a way to gain common understanding on the more concrete content of project plans.

Limit the number of implementing organization to one as much as possible or streamline coordination structure when involving multiple implementing organizations.

When a project has multiple implementing organizations in a partner country, coordinating them sometimes takes time and efforts and adversely affects efficiency. Hence, it is important to assure coordination, whenever with more than one, so that the project can secure the effective link-

The "Project of Sustainable Agricultural Development and Natu-ral Resources Conservation in Cerrados" in Brazil. Related parties dic-suss over activity plan in a workshop.

age among concerned organizations.

The "Transportation Master Plan and Feasibility Study of Urban Transport Projects in Greater Cairo Region" in Egypt (FY 2001 - 2002) conducted a survey on urban transportation in the greater Cairo region, and then developed a master plan and prioritized projects. In conducting this development study, it was required cooperation with numerous organizations to implement it most effectively. It required the participation of central governmental organizations (Ministry of Transport, Ministry of Housing, Ministry of Justice and Ministry of Interior), local governments (Cairo and Giza Governorate), and companies (railroad and bus service providers), as well as national research institutes, universities and the National Statistics Office to conduct surveys. Consequently, the government of Egypt ordered the setting up of a Steering Committee headed by the Minister of Transport. The Steering Committee held a sequence of executive meetings and working groups to bind up all the concerned organizations and promote a structure for smooth discussion and study.

For "the Study on Urgent Rehabilitation Support Program of Agriculture in Kandahar" (FY 2002-2003) in Afghanistan, there were three related organizations in the beginning: Ministry of Agriculture and Animal Husbandry, Ministry of Irrigation and Water Resources and Environmental Affairs, and Ministry of Rural Rehabilitation and Development. The preliminary survey, however, indicated a concern about transaction cost among multiple organizations. Hence, the Ministry of Irrigation Water Resources and Environmental Affairs was selected as its implementing organization because it related most to the content of the study. The other two organizations became members of a Steering Committee to implement the project smoothly and coordinate concerned organizations.

Phased implementation is effective if partner country not fully prepared.

This lesson was used in "the Project for Enhancement of Capabilities of Flood Control and Sabo Engineering of Department of Public Works and Highways" in the Philippines (FY 2000-2005). In this project, the implementing organization in the Philippines was newly established so its operation capacity could not be taken into account at at the commencement of the project. Therefore, the requested cooperation was divided into two stages. JICA decided to judge whether Stage 2 should be implemented based upon the evaluation results of Stage 1 after three years. Terminal evaluation of Stage 1 was implemented in FY 2002 and, based upon its results, JICA has continued the project as Stage 2 until FY 2005.

In the "Enhancing Capacity of National Center for Natural Science and Technology of Vietnam in Water Environmental Protection" project in Vietnam (FY 2003-2006), Vietnam needed to improve environmental technology to counter worsening environmental problems. Governmental agencies, however, had been abolished or merged vertiginously, and factors in selecting the implementing organization for future sustainability were uncertain. Given these circumstances, the project set a shorter project (three-year) period and focused and on the water issue in Phase 1. During the assistance period, JICA will observe the circumstance in Vietnam and modify and adjust its cooperation for the environment.

Similar to the above, in the "Trade Training Center" project in Egypt (FY 2002-2004), the center itself was estab-

The "Enhancing Capacity of National Center for Natural Science and Tech-nology of Vietnam in Water Environmental Protection"project. Student of counterpart organization using provided equipment under supervision of expert "right side".

lished together with the commencement of the project. JICA decided to implement a two-year Phase 1 to prepare the start-up of the center. The start-up, however, proceeded quicker than expected, and the plan for Phase 1 was reviewed and revised. This project showed that when a project is divided into phases, monitoring progress is indispensable.

In addition, the department within JICA that incorporated lessons to its project pointed out that since the partner country may consider that phase 2 will follow Phase 1 for a phased project, JICA needs to explain to the partner country that JICA monitors progress, and then decides if additional phase is necessary based upon the results.

Assess applicability and feasibility of project activities at pilot area or in model organization and clarify the path of impact from direct to end beneficiaries.

"The Healthy Municipality Project in the Northeast Brazil" in Brazil (FY 2003-2007) incorporates the above lesson. The project aims to introduce methods for building a healthy town with local participation. Project activities include establishing a model in a pilot area and disseminating the model along with concerned persons in the pilot area to selected areas within the same state. In order to disseminate the model to other areas, the project took a multi-tiered disseminating approach by holding training and seminars that invited people from areas other than the above.

In Papua New Guinea, a new approach for promoting small-scale rice cultivation is under consideration in which the project team selects key farmers and gives them training, and the key farmers then transfer the techniques to farmers around them. Spreading technique by having key farmers teach them to surrounding farmers is part of a new approach included in the project plan.

Strengthen overseas support system to enable smooth implementation of JICA's programs.

The JICA Pakistan Office used the above lesson. JICA Pakistan Office promotes the allocation and use of "sector coordinators" to effectively manage projects on site at the program level under a country-specific and thematic approach. The Office has already allocated a coordinator in the priority areas of education and health sectors to develop, manage, and evaluate projects under the program.

2) Projects reflecting Lessons at the Implementing Stage

In advanced technology field, flexible response to rapid changes in external conditions is necessary.

For projects in the information and technology field, tech-

nical innovation progresses rapidly. In order to cope with the pace of change, JICA set three-year periods in many projects, for example, "the Project of Capacity Building on the Development of Information Technology for Education" (FY 2002 - 2005) in Thailand and the "Project for Human Resource Development in Information Technology through Capacity Building of University of Colombo School of Computing" (FY 2002 - 2005) in Sri Lanka.

In addition to the project period mentioned above, a project, that is under consideration, in Kyrgyz to foster personnel necessary for the information and technology field, JICA, based upon the results of a preliminary evaluation, considers using short-term experts to transfer advanced technology and introduce a system that constantly reviews project content, such as training, as a way to respond to changing technology and demand.

(3) Lessons Reflected or Not Reflected in Projects

JICA has sufficiently used several past lessons, which enhanced learning effects of the people concerned. For instance, lessons such as "phased implementation is effective if partner country not fully prepared" and "limit the number of implementing organization to one as much as possible or streamline coordination structure when involving multiple implementing organizations" are used in many other projects not mentioned here. Therefore, JICA can conclude that feedback from these lessons has been thoroughly incorporated into its projects.

On the other hand, some lessons have yet to be sufficiently used in projects because they raised as lessons every year. For example, some project used the following lessons learned, but only a few of them reported them as good practice: "Project purpose properly balance outputs, activities and inputs", "develop project plan to ensure sustainability in the future", "establish consensus about the content of the project plan among them", and "clarify terms of reference of persons concerned in the project considering the mandate of the implementing organization and counterparts in the partner countries at the planning stage". Similar lessons are drawn in "Synthesis Study of Evaluations", Chapter 1, Part 2.

As for factors impeding use of these lessons, some lessons may be difficult and take more time to be put into practice. In addition to the content of lessons, the insufficient feedback system and understanding on how to use lessons can be impediments. This survey notes opinions for why lessons are not reflected in projects, including "content

described in lessons is always considered in daily work rather than used in a specific project" and "because lessons are very general they are difficult to use as is". Other opinions were "I do not know what kinds of lessons are indicated" and "I do not know how to obtain evaluation results".

Based upon the above opinions, the next section presents results and analysis of the questionnaire survey conducted by the Office of Evaluation and Post Project Monitoring. The survey aims to find out what JICA does with feedback from evaluation results and analyze the factors promoting and impeding the incorporation of feedback into projects.

2-3 Study Results on Feedback of Evaluation Results

One of the major objectives of JICA's evaluation is "to enhance learning of those concerned for more effective project implementation". In order to learn from evaluation results and improve projects, it is not enough to prepare reports but also necessary to work on achieving more effective and efficient projects by sharing and accumulating evaluation results as organizational knowledge.

JICA conducted a study on feedback of evaluation results in FY 2000. Based on the results, JICA has improved such aspects as offering information by uploading evaluation results on its homepage. JICA also improved the quality of evaluation information by introducing the "Synthesis Study of Evaluations".

However, as noted in the former section, feedback from evaluation results might not be fully reflected in JICA's cooperation. Therefore, JICA implemented the questionnaire survey of its staff to reconfirm how JICA currently communicates feedback from evaluation results to its projects and how JICA uses it to improve and enhance the system. This section reports the results of the questionnaire survey analyzed by the Office of Evaluation and Post Project Monitoring and the problems drawn from the results.

FY 2003 Study Results on Feedback of Evaluation Results

(1) Study Methods

JICA implemented a study; "Feedback of Evaluation – Feedback as Learning Processes (hereinafter referred to as "previous study")", in FY 2000 in order to understand and to improve the situation at the time regarding feedback of evaluation results. The "previous study" did a questionnaire survey on situation of using ex-post evaluation (country program and thematic evaluation) and expectations of future evaluations covering a wide a range of concerned individuals from JICA staff and on-site experts to a broad range of people involved in implementing organizations in recipient countries. The "previous study" then gave a wide range of recommendations concerning feedback of evaluation results.

This Study, whose results are presented in the rest of this section, was implemented in September 2003 to clarify the issues that should be addressed to improve communicating feedback from evaluation results to JICA's undertakings as well as to better understand the current situation and problems.

In order to compare with the "previous study", this Study has many of the same questions on its questionnaire. This Study, however, was limited to JICA staff. In addition, although the "previous study" focused only on ex-post evaluation conducted by the Office of Evaluation and Post Project Monitoring, this Study expanded its subject to all types of evaluation including ex-ante, mid-term, terminal, and ex-post evaluation. As the study targets differ, this section does only referential comparisons to the "previous study".

<Major items in FY 2003 questionnaire>

● Have you ever used the results of a JICA evaluation?

● If you have, what kind of evaluation did you use?

● What kind of procedures did you apply them to?

● How did you obtain the evaluation results that you used?

● Were the evaluation results useful?

● What kind of information was useful?

● If you have not utilized any evaluation results, why?

● Why were the evaluation results not helpful?

● To what kind of operation and management would you like to use evaluation results in the future?

● What kind of improvement is necessary to use evaluation results effectively?

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(2) Results of Questionnaire Survey

Are Evaluation Results Used?

Less than half of JICA staff has ever used evaluation results. The earlier a department took evaluation into its routine management cycle, the higher the rate of use. (Figure2-19, 2-20)

Study questionnaires were delivered mainly to staff in overseas and domestic offices as well as departments in charge of project management within the headquarters in Tokyo. There were 367 responses (2 week collection period / collection rate 36.7%). Forty-six percent (46%) of respondents (170 persons) indicated that they "have used the results of JICA evaluations". It seems that the situation has improved compared with the "previous study" done in FY 2000, in which about 40 percent of respondents answered "to have used".

However, as described at the beginning, this survey expanded the subject from only ex-post evaluation that mostly target multiple projects to all types of evaluations, including ex-ante, mid-term, and terminal evaluation, which are mainly conducted on individual projects. These evaluations of individual projects are conducted by departments in charge of project management as a part of the management cycle. The results are to be directly used in managing the evaluated project. Furthermore, the evaluations of individual projects are more likely to be used, since JICA staff in charge of project implementation also conduct evaluations and may be more prone to refer to past evaluations of individual projects. Hence, one can not determine that the situation has improved.

Respondent use by affiliation shows some differences among departments.(Table2-7) Departments in charge of Technical Cooperation Projects, which have a longer history of conducting evaluation study and have them in their project management cycle, have a rate of use close to 70 percent. On the other hand, "other departments" (such as departments in charge of Development Studies) and "domestic offices", which have a rather short history of introducing evaluation into their routine, have a rate of use less than 40 percent. At the "regional departments"[2] and "overseas offices", use is rather high at about 60 percent.

However, as the response rates by affiliation and number of samples from each affiliation differ, the results may have selection biases[3] of varying degree.
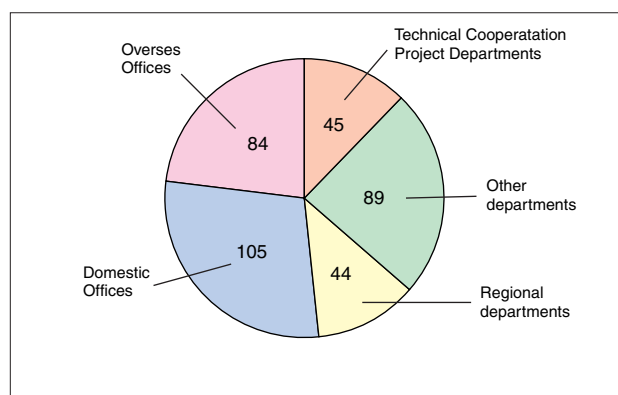
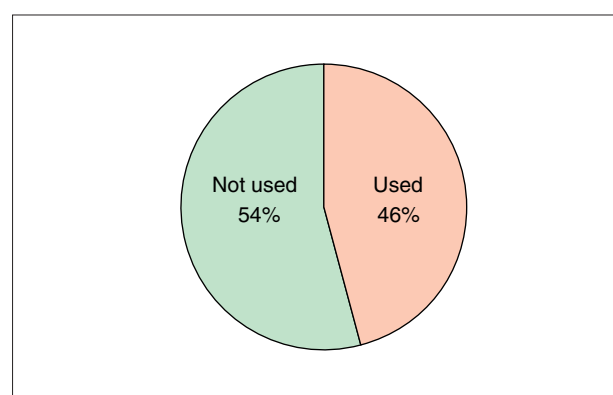**Figure 2-19 Composition of Respondents**

Figure 2-20 Use of Evaluation Results

Table 2-7 Use by Respondent Affiliation

Have you ever used the results of a JICA evaluation?							
Affiliation	Yes	(ratio to total)	(ratio to department)	No	(ratio to total)	(ratio to department)	Total
Technical Cooperation Project Departments	31	18.2%	68.9%	14	7.1%	31.1%	45
Other Departments	32	18.8%	36.0%	57	28.9%	64.0%	89
Regional Departments	28	16.5%	63.6%	16	8.1%	36.4%	44
Domestic Offices	30	17.6%	28.6%	75	38.1%	71.4%	105
Overseas Offices	49	28.8%	58.3%	35	17.8%	41.7%	84
Total	170	100.0%		197	100.0%		367

Which Evaluation Results Were Used and for What?

1) What Kind of Evaluation has JICA Staff Used?

JICA staff used terminal evaluation most frequently on individual projects. (Figure2-21)

The Study asked respondents who used evaluations to select all the types of evaluations they have used, obtaining 128 answers for "terminal evaluation" and 87 for "ex-post evaluation". More than half of JICA staff who have used evaluation results answered that they have used more than two types, indicating that they used many types of evaluation results. Among staff those who only used one type of evaluation result, many used either mid-term or terminal evaluations.

2) How Were the Evaluation Results Obtained?

Main means of access is the evaluation report itself. (Figure2-22)

Respondents who used evaluation reports obtained information from the evaluation report and barely used homepages or other means (Figure2-22).

This is partly attributed to the fact that when using evaluation results in a particular project, a certain amount of information is necessary and so users mainly refer reports with a significant amount of information to see whether or not the results are really applicable.

Moreover, many respondents who used evaluation reports generally did not refer to the homepage, but, as described later on, when asked what will encourage the use of evaluation results, frequently mentioned improving homepage access. This means that many JICA staff may not be aware of the evaluation results summaries provided on the homepage.

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2) Mainly in charge of "developing JICA Country Program" and "Project Selection", in addition to the implementation of a limited number of individual projects.

3) In a questionnaire survey, respondents who take the survey may have certain biases, such as "group with a strong interest in the contents of the questionnaire". Because of this, the analysis of the survey may not necessarily reflect the population as a whole.
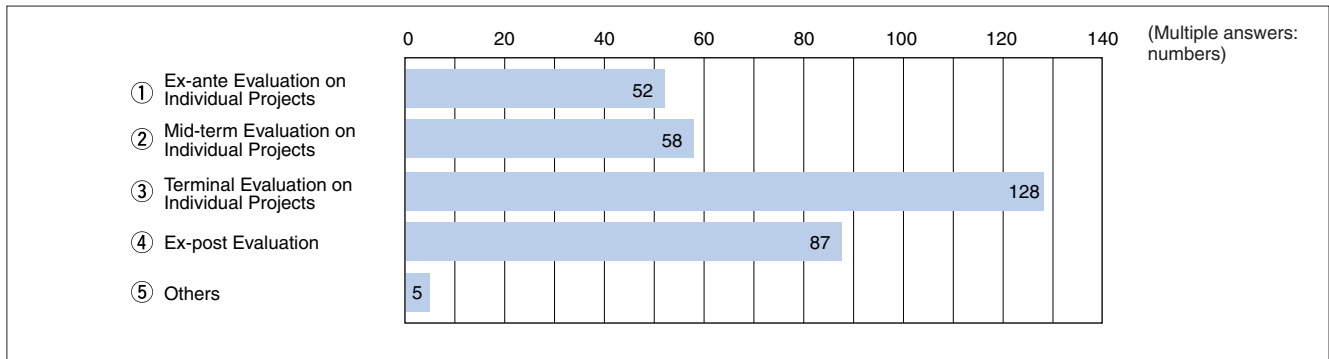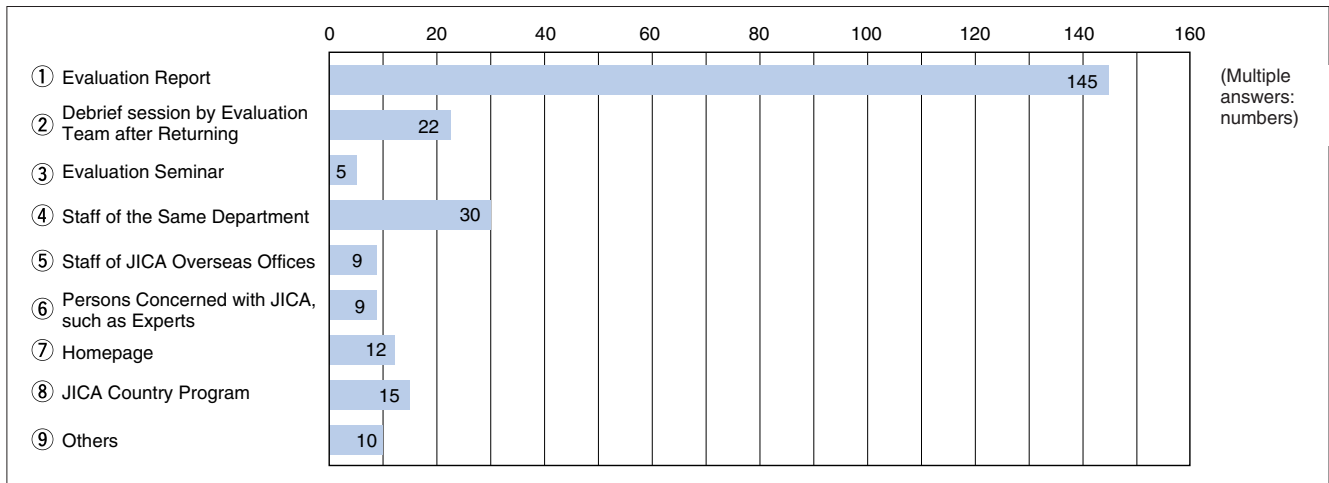
Figure 2-21 Types of Evaluation Used

		Value
①	Ex-ante Evaluation on Individual Projects	52
②	Mid-term Evaluation on Individual Projects	58
③	Terminal Evaluation on Individual Projects	128
④	Ex-post Evaluation	87
⑤	Others	5

(Multiple answers: numbers)

Figure 2-22 Access to Evaluation Results

		Value
①	Evaluation Report	145
②	Debrief session by Evaluation Team after Returning	22
③	Evaluation Seminar	5
④	Staff of the Same Department	30
⑤	Staff of JICA Overseas Offices	9
⑥	Persons Concerned with JICA, such as Experts	9
⑦	Homepage	12
⑧	JICA Country Program	15
⑨	Others	10

(Multiple answers: numbers)

3) For What Kind of Operation and Management Were Evaluation Results Used?

Many JICA staff used evaluation results to do other evaluations, manage and operate individual projects, and plan projects. In contrast, they are used comparatively less for formulating, finding and selecting projects and when considering a JICA Country Program. (Figure2-23)

For the type of operation and management JICA staff applied evaluation results to, the three top answers were very close in number (multiple answer). "Implementing other evaluation studies" had the most responses with 72, showing that past evaluation reports played a role in "how to conduct an evaluation on a project".

The second most frequent answer was "Operation and management of individual projects (70)". JICA staff used results to adjust project activities or to decide whether to terminate or continue a project. The third most frequent answer, "Planning individual projects (68)", was on design-

ing a project plan that has already been decided on a implementation.

On the other hand, there were only 23 responses for "Consideration of JICA Country Program", which summarize the direction of JICA's cooperation with the partner country. This is considerably lower than use for planning, management, and operation of individual projects. The reference to "Formulating, finding and selecting a project" was also somewhat lower at 59. The relatively high use by "regional departments" indicates that "regional departments" also use evaluation results not for operations concerned with commencing cooperation as described above, but rather for projects that they directly manages.

One reason for less use of evaluation results at the entry stage of cooperation is that few lessons apply to "JICA Country Program" or "Formulating, Finding and Selecting Projects". This is because most JICA evaluations target individual projects, excluding country-program and themat-

Figure 2-23 The Kinds of Operations and Management Using Evaluation Results
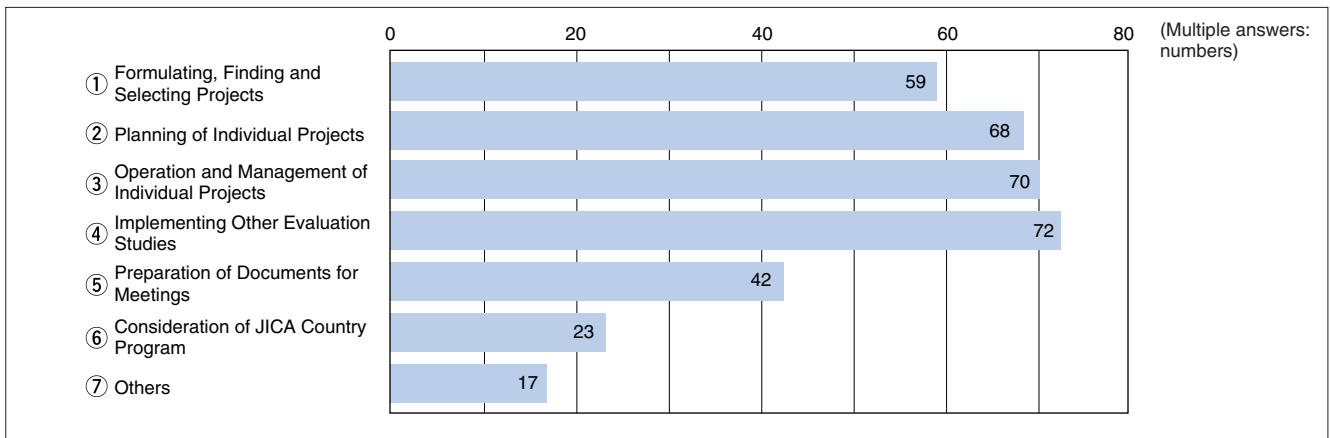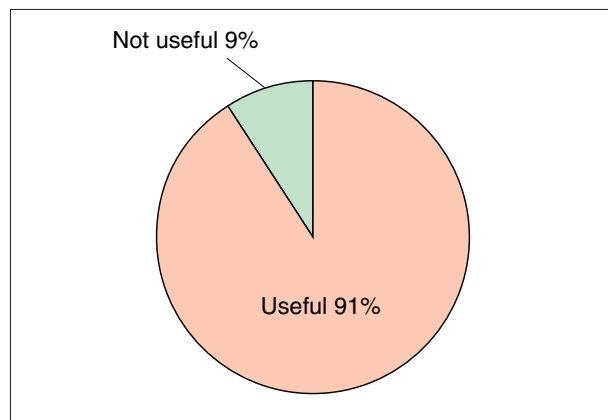

(Multiple answers: numbers)

① Formulating, Finding and Selecting Projects — 59
② Planning of Individual Projects — 68
③ Operation and Management of Individual Projects — 70
④ Implementing Other Evaluation Studies — 72
⑤ Preparation of Documents for Meetings — 42
⑥ Consideration of JICA Country Program — 23
⑦ Others — 17

Figure 2-24 Were the Evaluation Results Useful?

Not useful 9%

Useful 91%

ic evaluations, and thus most of the lessons are obviously about the "Planning" and "Operation and Management" of individual projects.

In checking for the multiple answers, responses to "for what sort of operation and management are evaluation results applied" showed no outstanding trend. About 35 percent of users, however, said they have used them for one operation while others indicated they used them for several. The most common combination of answers was "Planning of individual projects" and "Operation and management of individual projects". This shows that JICA staffs who use evaluation result use them over multiple stages of project management.

4) Were Evaluation Results Useful? What Kind of Information within the Evaluation Report Was Useful?

Respondents used "Evaluation Results by the Five Evaluation Criteria" or "Recommendations" more than "Lessons". Most of the users found the information useful to their operation. (Figure2-24, 2-25) Lack of concrete information and project uniqueness prevented evaluations from being useful.(Figure2-26)

Ninty percent (90%) of respondents who used evaluation results said the content was useful (Figure2-24). Among the evaluation information offered, more than 60 percent of these respondents used "Evaluation Results by the Five Evaluation Criteria" and "Recommendations", while less than half used "Lessons" (Figure2-26).

By definition, "Recommendations" gives advice and proposes specific actions to take on a project targeted for evaluation. "Lessons" are more conceptual and general in that they are derived from the experience of the targeted project for reference for similar projects in the future. Since many users said that "Evaluation Results by the Five Evaluation Criteria" and "Recommendations" on targeted projects were more useful than "Lessons", it seems that many users

use evaluation results for managing the project being evaluated and for which they are in charge.

The reason for that "Lessons" is underused lies in the need to enhance the versatility and generalize content, so that future projects can learn from them. More precisely, conceptual and general information does not specify "who uses which method and how in what cases" and thus does not directly convey to potential users what the right "Lessons" is to them. If users want to use conceptual or general "Lessons", they need to modify them to suit the project at hand; and if a user is unable to do this they are unable to apply the lessons. These factors can impede using the lessons.

Conversely, when using "Evaluation Results by the Five Evaluation Criteria" and "Recommendations" on projects other than the ones evaluated, users need to apply a two-stage process: conceptualize and generalize and then apply them according to usage. This shows that "Evaluation Results" and "Recommendations" are not also easy to directly

apply to other projects. In the "previous study", many respondents said that one of the impeding factors for using evaluation results was "hard to apply because they were too unique for the specific project".

The above shows that there are complications in applying any of "Evaluation Results by the Five Evaluation Criteria", "Recommendations" and "Lessons" to other projects. However, if users who mentioned that "Evaluation Results" or "Recommendations" were useful also used evaluations for other projects, then those who can conceptualize and generalize evaluation results based on their experience will find "Evaluation Results" and "Recommendations" more useful because they have more information than "Lessons", which omits an explanation.

On the other hand, users mentioned that information that is "too unique for certain projects, and not applicable", "obscure evaluation point" or "superficial lessons and recommendations, lacking concreteness" as reasons for being unable to use evaluation results(Figure2-26).

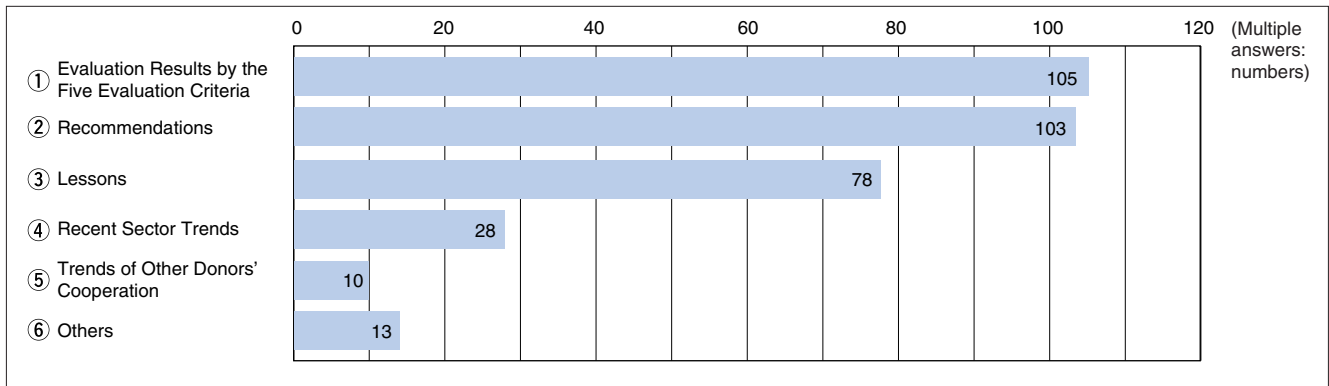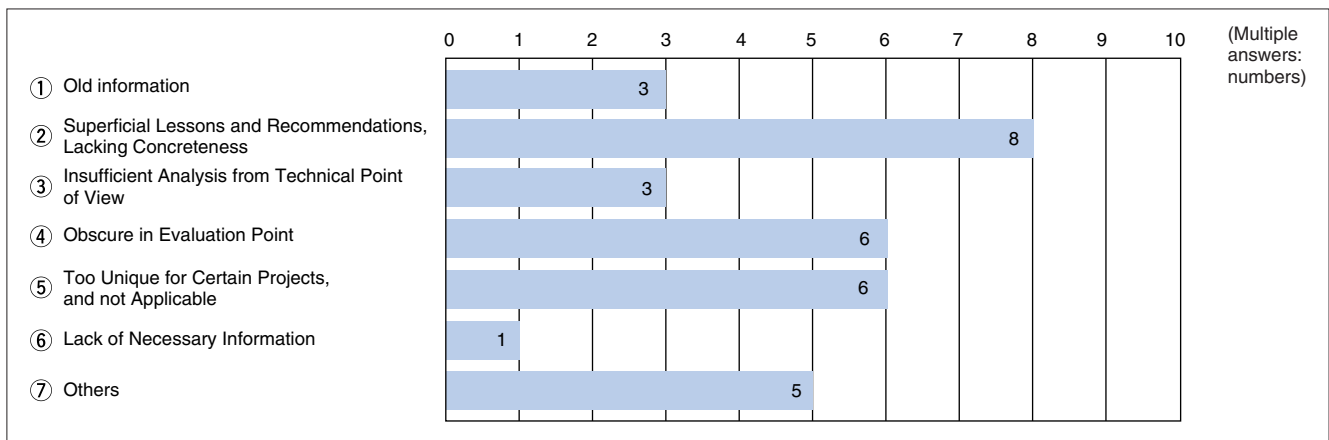**Figure 2-25 Type of Information Found Useful**

Figure 2-26 Reasons Why Evaluation Results Were Not Sseful

Why Do Some Respondents Not Use Evaluation Results?

1) What is the Most Common Reason for Not Using Evaluation Results?

Most respondents who do not use evaluation results gave "can handle duties without using them", "do not know what kind of evaluation results are available", or "do not know how to obtain them" as the reason. (Figure2-27)

The Study asked respondents who did not use evaluation results to select multiple reasons why. Almost half indicated that they "can handle duties without using evaluation results".

Respondents who said that they "can handle duties without using them" can be divided into two groups: Those in charge of projects that should use evaluation results but nonetheless do not use them enough and those who are involved in projects that have not yet fully made evaluations a part of their routine systematically. Seventy five (75) of 197 "did not use" respondents serve in domestic offices (in charge of Training Program or Volunteer Program for which evaluations are not yet systematically performed), and about 40 percent of respondents that "can handle duties without utilizing evaluation results" belong to the latter group.

For reference, the non-use rate differs greatly between departments in charge of Technical Cooperation Projects, which were the first in JICA to introduce the evaluation into their management cycle of individual projects, and domestic offices, which introduced evaluations only quite

recently. Non-use rates were 31.1 percent and 71.1 percent respectively.

The primary reason for not using evaluation results, "can handle duties without using evaluation results", was followed by problems of access such as "do not know the contents of evaluation reports" and "do not know what kind of evaluation results are available". This problem is also evident from the fact that even respondents who use evaluation reports obtain them mainly through the evaluation reports and infrequently use other methods such as evaluation seminars and homepages.

More than 20 percent of non-use respondents said they "would like to but too busy to refer to evaluation results". Only 10 percent of non-use respondents answered "evaluation results are useless".
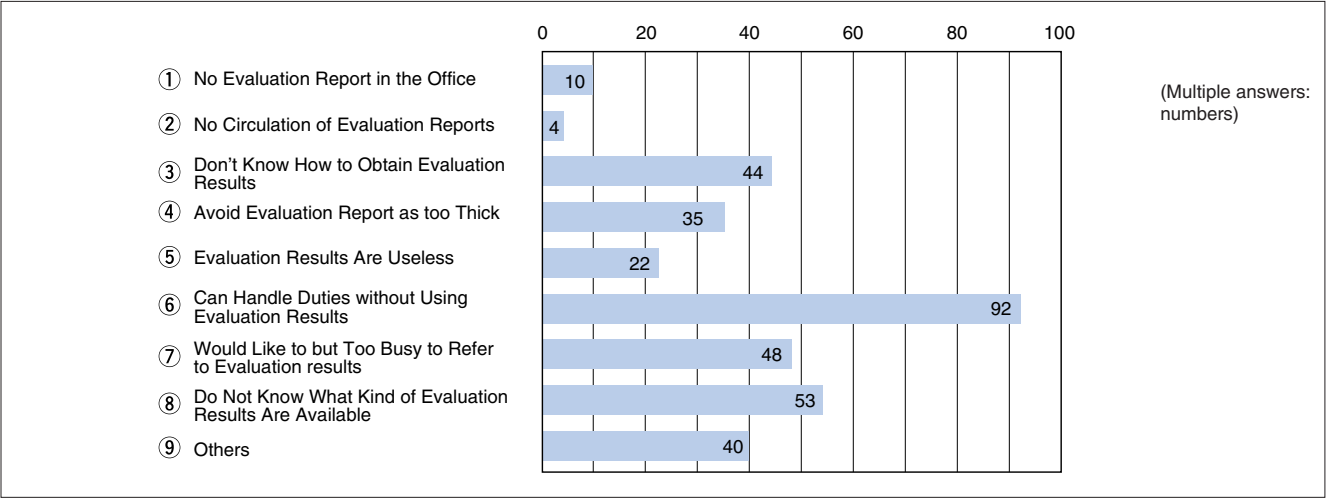
Judging from the above, non-use of evaluation results centers on the following issues: system and level of awareness insufficient to fully integrate evaluation results into project implementation, access to evaluation results, and user-friendly presentation methods that make it easy to obtain information.

2) Is There More than One Reason for not Using Evaluation Results?

Evaluation results were not used for multiple reasons, including time constraints and accessibility along with the main reason of "can handle duties without referring to them". (Table2-8)

Several reasons combine to explain why JICA staffs do not use evaluation results. The main reason given by non-use respondents who gave only one response was ⑥ "can

Figure 2-27 Reasons for Not Using Evaluation Results (all non-user)

①	No Evaluation Report in the Office	10
②	No Circulation of Evaluation Reports	4
③	Don't Know How to Obtain Evaluation Results	44
④	Avoid Evaluation Report as too Thick	35
⑤	Evaluation Results Are Useless	22
⑥	Can Handle Duties without Using Evaluation Results	92
⑦	Would Like to but Too Busy to Refer to Evaluation results	48
⑧	Do Not Know What Kind of Evaluation Results Are Available	53
⑨	Others	40

(Multiple answers: numbers)

handle duties without using evaluation results" (less than 30). No significant patterns were found when more than one reason was given, but many answers included ⑥ "can handle duties without using evaluation results"(around 60) along with ⑤ "evaluation results are useless", ⑦ "would like to but too busy to refer to evaluation results", and ⑧ "do not know what kind of evaluation results are available". To sum up the above, currently, JICA staff that do not use evaluation results mainly because they "can handle duties without using evaluation results" along with other reasons such as time constraints and availability.

When responses were looked at by affiliation, department in charge of Technical Cooperation Projects, which were the first to introduce evaluations to their management cycle, those showed no particular pattern. This is because only a few staff in these department answered "I do not use evaluation results". In domestic offices, there was no large difference between the trend of total non-users to combine "can handle duties without using evaluation results" with other reasons, as explained above.

For reference, in the "previous study" done in FY 2000 surveying ex-post evaluation, the most common reason for not using evaluation results was "I do not know about ex-post evaluation", followed by "I can work without knowledge of evaluation results". Even though the targets are different, the main reason for not using evaluation results for both studies is the same: The access to and place of evaluation within the respondent's daily work.

How Can the Use of Evaluation Results Be Promoted and Made an Integral Part of Project Quality Improvement?

Those who used evaluation results stressed further improving accessibility and quality, while non-users stressed improving accessibility and instituting evaluation into the management cycle (Figure2-28, Table2-9).

In order to research what is necessary to further promote the use of evaluation results and link use to project improvement, this study obtained multiple answers about what respondents think are "necessary improvements in order to promote utilization".

The top three answers, as described in Figure2-28, are "to improve accessibility", "to improve evaluation quality", and "to develop a mechanism to utilize evaluation results". Comparing the answers from using and non-using respondents, the ranking of each answer did not change but the ratios did. (Table2-9)

More than 60 percent of all respondents answered that better accessibility will increase use. On the other hand, trends differed for "to improve evaluation quality" and "to develop a mechanism to use evaluation". Users tend to think that "quality improvement" is necessary, while non-users think that "development of the mechanism" is necessary.

Half of respondents who used evaluation results men-

Table 2-8 Reason for Not Using Evaluation Results (all non-user by affiliation)

Why Did You Not Utilize Evaluation Results? (multiple answers)	Non Users (total 197)		Non Users at Technical Cooperation Project Department (total 14)		Non Users at Domestic Offices (total 75)	
	Person	Ratio to the Total	Person	Ratio to Whole Technical Cooperation Project Department	Person	Ratio to Whole Domestic offices
① No Evaluation Report in the Office	10	5.1 %	0	0.0 %	4	5.3 %
② No Circulation of Evaluation Reports	4	2.0 %	0	0.0 %	3	4.0 %
③ Don't Know How to Obtain Evaluation Results	44	22.3 %	4	28.6 %	17	22.7 %
④ Avoid Evaluation Results as too Thick	35	17.8 %	1	7.1 %	13	17.3 %
⑤ Evaluation Results Are Useless	22	11.2 %	1	7.1 %	5	6.7 %
⑥ Can Handle Duties without Using Evaluation Results	92	46.7 %	4	28.6 %	39	52.0 %
⑦ Would Like to but too Busy to Refer to Evaluation Results	48	24.4 %	1	7.1 %	21	28.0 %
⑧ Do Not Know What Kind of Evaluation Results Are Available	53	26.9 %	4	28.6 %	24	32.0 %
⑨ Others	40	20.3 %	5	35.7 %	13	17.3 %

Figure 2-28 Improvements Necessary to Use Evaluation (by answer)

(Multiple answers)

Used (170 in total)
Not Used (197 in total)
Total (367)

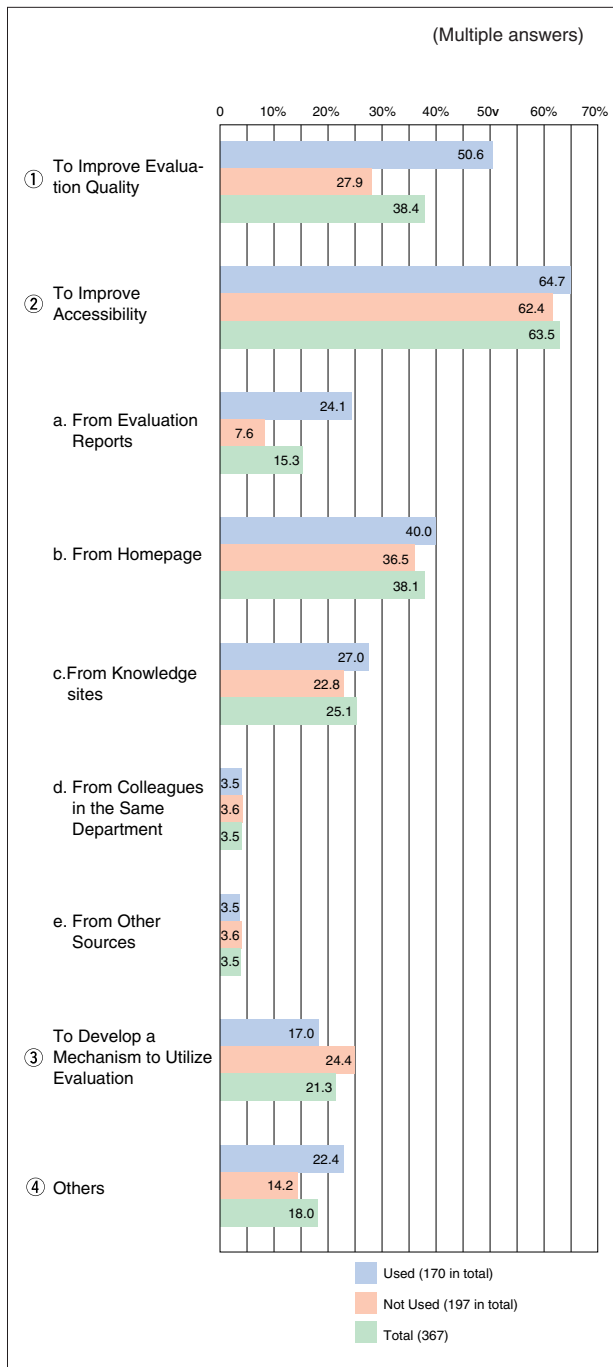**Table2-9 Top Three Answers of Improvement for Better Using Evaluation Results**

Reference Rate by Respondents	"Used"	"Not Used"
To Improve Accessibility	64.7 %	62.4 %
To Improve Evaluation Quality	50.6 %	27.9 %
To Develop aMechanism to Utilize Evaluation	17.5 %	24.4 %

tioned the necessity of "quality improvement", while only one quarter of non-users pointed this out. More non-users than users indicated the necessity "to develop the mechanism to utilize evaluation". This might be because, when compared to users, non-users do not know where to start and think that a mechanism to force and facilitate the use of evaluation is necessary.

In the following section, this Study analyzes the implications of the questionnaire survey results, including descriptive answers, concerning improving access, quality, and the mechanisms for evaluation results.

1) Accessibility

It is necessary to simplify homepage and database access and summarize results by sector or other category for a more user-friendly presentation of evaluation results.

As described above, more than 60 percent of all respondents mentioned improvements "to improve accessibility" for increasing the use of evaluation results in the future. Most of the respondents welcome homepage and database access within JICA. Descriptive answers given for presenting evaluation results include "to summarize the evaluation results by sectors", "to summarize important points to cope with the limited capacity of a single individual to process information", and "to make evaluation results easy to search". Hence, the answers show a need to clarify and devise means of providing information as well as simplifying accessibility.

2) Quality Improvement

In order to increase user convenience, it is necessary to describe evaluation results in a more concrete and straightforward manner. To improve evaluation quality, it is also necessary to improve the capacity of JICA staff to do evaluations and to gather examples of good evaluations.

Almost 40 percent of respondents, most of whom use evaluation reports, stressed improving evaluation quality. Descriptive answers included "it is necessary to control evaluation quality", "it is necessary to increase concrete descriptions", "it is necessary to enrich qualitative information", "it is necessary to formulate evaluation results so that they are easier to understand", and "there are too many evaluation so it would lower evaluation quality if all projects were evaluated with the same effort".

Some opinions stressed improving and fostering evaluation capacity including "it is necessary to reinforce evaluation training with good examples so that it improves the evaluation capacity of JICA staff regardless of their duties by enabling them to set and consistently review evaluation indicators".

As described above, about 40 percent of users used evaluation reports "to implement evaluation study on other projects". JICA Evaluation Guidelines, however, are only a few years old and the evaluation methods are only recently established. Consequently, older evaluations may not fully reflect the Guidelines. Also, even the recent evaluation needs to be improved in some areas, as pointed out in the "Synthesis Study of Evaluations" in Chapter 1, Part 2. In order to improve evaluation quality to increase use of evaluation results, it is also important to inform all JICA staff of "good practices" in evaluation reports so that they can refer to them.

3) Organizational Response for "Learning Organization"

It is also necessary to make a mechanism for learning from evaluation results during the routine management process and deepen understanding of evaluation objectives.

● **Institute Evaluations into the Management Process**

Many opinions say it is important to incorporate and systematize evaluations into the management process of a project including: "to verify why feedback of evaluation results were not promoted and introduce a strategy for using them with authority given from the senior management", "to develop a system that assures recommendations are incorporated", "to systematically incorporate evaluations into the routine", and "to organize a system to incorporate external evaluation into project management". Especially for departments that have just introduced evaluation, some opinions stressed concrete application methods including: "even if the significance of evaluation is understood theoretically, it is up to each staff member to apply the evaluation to their actual work".

One other opinion stated that "for repeatedly cited recommendations on project management problems, all of JICA should discuss, formulate countermeasure options, and implement them on a trial basis".

● **Significance and Objective of Evaluation**

There were many opinions about what should be improved in evaluation quality including "to evaluate frankly, not superficially", "to document negative cases as they are" and "content too superficial because external publishing is a prerequisite". Other opinions include "having to do so many evaluations may hamper project activities" and "evaluation should be simplified while considering them only for public relations".

Other reason follow from these answers for why evaluation results have not been used: problems of understanding the significance and objective of an evaluation. This lack of awareness implies that these respondents have yet to identify any concrete merits for how evaluations contribute to project improvement, such as the practical suggestions they provide.

In order to reflect evaluation results in an organization's learning process, it is important to improve the place of evaluation in the management process and awareness of its benefits. It is also necessary that JICA continuously work on promoting greater recognition and awareness of evaluation.

4) For What Kind of Operation and Management Should Evaluation Results be Used in the Future?

In the future, evaluation results should be used for operation and management that "formulates, finds and selects projects" and "designs project plans". The use of evaluation "to manage and operate projects" and "implement other evaluation studies" will continue. (Figure2-29)

Study results show that more than half of respondents mentioned "to formulate, find and select projects" and "to design a project plan" as occasions to use evaluation results in the future, although only a few have actually used evaluations in this way. One reason for this may be that awareness and attitude of evaluation has changed over the two years since the introduction of ex-ante evaluation.

Almost 40 percent of respondents mentioned that they use evaluation results "to operate and manage individual projects", while a little less than 30 percent said "to implement other evaluation studies" in the future. These two reasons are already the most common given for how evaluation results are currently used. The results show that JICA staffs

Figure 2-29 How Evaluation Results Should be Used in Operation and Management in the Future

(Multiple answers: numbers)
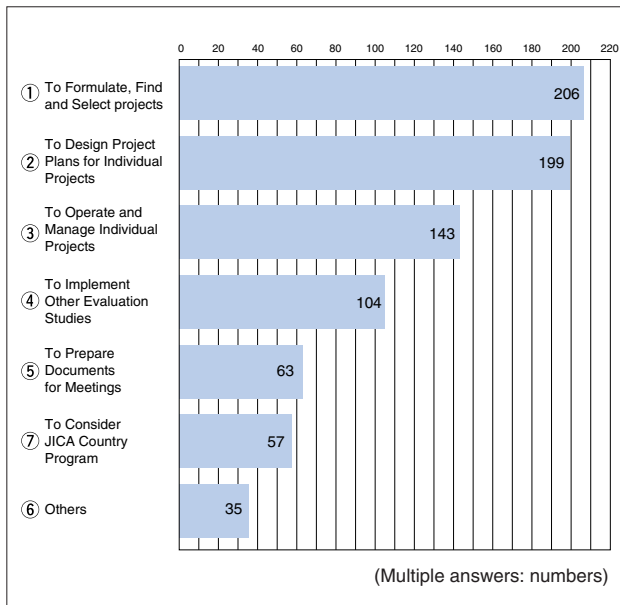
want evaluation results to also contribute to the entry stage of cooperation, implying that quality improvement and use of lessons are issues that need to be addressed.

(3) General Overview of Survey Results

Based on the answers to the questionnaire, the following are considered to be the main challenge to promoting the use of evaluation results: "better accessibility to evaluation results", "improved evaluation quality", "instituting evaluation into the management process", and "improved awareness of evaluation".

Toward a "learning organization", feedback from evaluation results is essential for JICA to learn from experience, improve projects, and implement more effective and efficient cooperation. To achieve these, JICA needs to work on the following issues.

1) Improving Accessibility

All evaluation reports are in the JICA Library and each department has a copy of evaluation reports concerning their projects. The JICA website provides Annual Evaluation Reports and summaries of various evaluation results. JICA has improved accessibility as needed. For example, starting in FY2003, JICA introduced a system providing summaries on its website immediately after completion of evaluation.

As mentioned above, however, there is a room for

improving the website because the system is not easy to search. Although the website's search function has a constraint, other improvements are required such as adding user-friendly keywords so that users can easily search for the summary they want.

Concerning improved accessibility to evaluation results, many respondents said they want to obtain information from the website in the future yet the actual number who accessed the JICA Evaluation website (in Japanese) averaged over 56,000/month last year. This implies that most of the access to the website is external, or there are two possible reasons for the above questionnaire results: Either website access was limited because JICA staff did not know it existed, or even though they accessed the website, they did not actually use information because, as mentioned above, the search function is hard to use and the information summaries provided are insufficient for practical application.

For the former, it is necessary to notify staff that the JICA website provides evaluation results. For the latter, it is necessary to systematically improve access as well as reconsider both the content of information provided and the targeted users. To determine countermeasures to improve this, further survey is required to learn why JICA staff seldom uses the website as a means of using evaluation results.

2) Improving Quality of Evaluation Results and Providing User-friendly Information.

JICA countermeasures to improve the quality of evaluation results, as described in Chapter 2, Part 1, include the following; introducing a evaluation chief system, revising the JICA Evaluation Guidelines, implementing evaluation training, and implementing secondary evaluation by external experts. Quality improvement cannot be accomplished quickly, but it is nonetheless necessary that JICA continue to work in various areas such as system, methods, human resource development, and external evaluation.

According to the results of this study, many users used past evaluations as reference for doing an evaluation study. This suggests that selecting the best evaluations and widely sharing them as examples of good practice is a useful method for improving evaluation quality.

One of the descriptive answers to the questionnaire survey stressed the following: "Getting answers necessary for managing individual projects differs from obtaining lessons for future projects. When evaluating individual projects, the

former should be the focus. For the latter, a different evaluation should be done in addition to evaluations of individual projects". As this implies, given time and cost constraints, it is not always feasible to derive sophisticated lessons that can be easily applied to future projects in addition to evaluating the current management of the target project.

To use evaluation results of individual projects for future projects, additional effort to make the lessons more versatile may not be necessary, but it may be necessary to describe clearly the reasoning underlying the lessons learned and in what context they are effective. Given this, one possible solution might be modifying and organizing them in a more convenient manner by using ex-post evaluation such as thematic evaluations and synthesis study of evaluation.

Meanwhile, it was expressed that "general information is too general to use". There are merits and demerits for both conceptual and general evaluation results and detailed and concrete results. In order to ensure that feedback from evaluation results, it is necessary to evaluate while balancing each of these according to the objective.

Regarding this, one objective of the "Synthesis Study of Evaluations", Chaper1, Part2, was to take advantage of the "comprehensiveness" of synthesis study to derive general trends in evaluation results. In reporting, the study tried to enhance concreteness by including many cases to illustrate general evaluation results.

As observed in the remarks to the questionnaire survey, "lessons learned from evaluation results cannot be used for other project as they are. Users need to thoroughly understand their limits before using evaluation results". Evaluation results do not function on their own, and the user needs to devise how to use them.

3) Developing Feedback Mechanisms

In order to reflect past evaluation results in future cooperation, JICA put together the "Lessons learned from past evaluation results" section in JICA Country Programs and uses it to organize and implement cooperation programs and projects. Along with the revision of the JICA Evaluation Guidelines, JICA revised the format of ex-ante evaluation documents to include the "utilization of lessons from past similar projects" to assure that one of the feedback mechanisms of evaluation results for projects is at the ex-ante evaluation stage.

Regarding feedback from evaluation results, an opinion in the answers to the questionnaire survey said; "I do not particularly use evaluation results but I am able to pay attention to such general points as raised by lessons related to daily work". As described in the previous section, however, departments with a short history of evaluation implementation tend to say that it is necessary to develop a mechanism to assure that feedback from evaluation results is incorporated into projects.

It is important "to develop a mechanism" for feedback from evaluation results in order to systematically accumulate past experience as knowledge that enables JICA staff to use them on projects regardless of his/her level of experience. The system is crucial to ensuring feedback. In addition to systematic measures such as "utilization of lessons learned" in ex-ante evaluation documents, it is also necessary to consider a system that conveys the merits of using evaluation results, such as organizational sharing of good practice for using lessons.

4) Improving Awareness of Evaluations

In order to improve use of feedback from evaluation results, it is also essential to raise awareness of evaluation.

Even better accessibility, better evaluation quality, and development of a feedback system will not assure improved use of evaluation results in projects without awareness of the importance of learning from evaluation results and how projects are improved by using evaluation results.

It is necessary to not only improve use of actual evaluations but also to make sure that more staff recognize the merits of evaluation. Therefore, in addition to gathering information about feedback from evaluation results, it is also important to collect and widely share in JICA those cases in which evaluation results contribute to project improvement. Holding workshops, as proposed in questionnaire survey answers, are considered useful for disseminating information on the merits of using evaluations.

Based on questionnaire survey answers, it made clear that even though many staff want to improve projects, it is not necessarily understood that using evaluations is one of the means for doing so. This might be because they see evaluations as an external inspection over JICA's performance rather than something for improving projects; that is, many staff regards evaluations as backward- rather than forward-looking.

From the perspective of accountability, it is important to examine through evaluation what has been achieved. Looking only at results, however, does not automatically

lead to improvement of JICA cooperation. To do so, it is essential to learn what promotes and what impedes the realization of project benefits and actually use what was learned from the evaluations. In other words, it is necessary to analyze in depth not only the results but also the reasons for those results. The primary purpose of evaluation is to improve projects by using evaluation results. JICA has made an important first step toward becoming an effective and efficient "learning organization" through improving awareness of evaluation, making evaluation a part of project management, and learning from past experience by using evaluation results to improve JICA's cooperation.

Challenges for the Japan International Cooperation Agency (JICA)

Towards More Effective and Efficient JICA Cooperation

The "Synthesis Study of Evaluations" presented in this Annual Evaluation Report 2003 was conducted by the Office of Evaluation and Post Project Monitoring, JICA's independent evaluation unit. Aiming at further improvement of JICA's activities, it comprehensively analyzes evaluations in order to draw lessons from past experience and apply these lessons to future operations. As indicated above, the Study identified several challenges faced by JICA, including improvement of project design based on more accurate comprehension of the partner countries' needs and socio-economic conditions; better project management taking advantage of monitoring and evaluation; and strengthening cost-effectiveness in its operation.

Recently, JICA has fully introduced the Project Cycle Management (PCM) method as well as ex-ante evaluation, which have already significantly improved the performance and quality of JICA's cooperation. Nonetheless, the above-mentioned challenges remain issues that JICA must continue to address to further improve its cooperation.

Since 1999, in order to achieve more effective and efficient cooperation, JICA has made efforts to reinforce country-specific and issue-oriented approaches in its operations as well as to strengthen its evaluation system. JICA, as an Independent Administrative Institution, is required more than ever to enhance quality in its activities and to promote results-based management. JICA is therefore carrying out organizational and operational reforms to further reinforce country-specific and issue-oriented approaches. These efforts include reorganization of regional departments and establishment of new issue/sector-wise departments, delegation of more authority to overseas offices, reorganization of cooperation schemes, and a review of management procedures.

In addition, to address the above issues, JICA plans to improve its achievement of intended results of cooperation by strengthening ex-ante evaluation studies, improving the screening and appraisal process, enhancing monitoring and evaluation systems, and clarifying responsibility and authority within JICA. Moreover, to complement these efforts, JICA plans to strengthen its human resource capacity for planning, implementation, and evaluation, and other management of systems, for example by introducing a human resources registration system.

With the spirit of the Independent Administrative Institution system in mind, JICA resolves to operationalize the above initiatives as well as to continue existing efforts to achieve more effective and efficient cooperation. Moreover, in order to fulfill its mission as an Independent Administrative Institution, JICA is determined to do its best to improve its cooperation by continuously reviewing and reforming its operation as necessary. To do so, JICA vows to learn from its past experience and listen attentively to the wide range of views of the people concerned.

Yasuo Matsui
Vice President
Chairperson, Evaluation Study Committee
Japan International Cooperation Agency

For Effective JICA Cooperation that Responds Appropriately to the Needs of Partner Countries
－**Euhancing Region- and Country-specific Approaches**－

For more effective JICA cooperation, JICA needs to formulate and execute projects based on a sufficient understanding of the current conditions and needs in each region and country. Furthermore, in order to resolve identified development issues, the components of cooperation need to be designed and executed in a consistent and mutually-compatible manner.

These points are illustrated in the Annual Evaluation Report 2003 as well as in other JICA evaluation reports. In addition to the efforts in identifying and analyzing lessons of past cooperation, JICA has strengthened region- and country-specific approaches by establishing regional departments in 2000, introducing Country Programs, promoting program approaches for more consistent cooperation, and integrating modalities in order to more flexibly respond to the needs of partner countries. These efforts also include the delegation of such operations as project formulation and execution to JICA overseas offices.

Guided by our mission to execute more effective and efficient cooperation as an Independent Administrative Institution, JICA intends to further enhance region- and country-specific approaches. For this purpose, JICA will reorganize its regional departments from four to five departments in April 2004, and JICA plans to strengthen its project formulation functions. In addition, through substantial strengthening of overseas offices, JICA will continue to contribute to donor coordination at the field level. Also through "ODA Task Forces", which have been introduced as part of ODA reforms (composed of members from Japanese Embassies, JICA overseas offices, the Japan Bank for International Cooperation (JBIC) offices, etc.), JICA plans to realize more effective identification, formulation and execution of Japan's ODA.

Mikiharu Sato
Director, Preparation Office of Regional Department
Managing Director, Regional Department I
Japan International Cooperation Agency

Toward a Management System that Addresses Diverse Needs

In order to promote result-based management as an Independent Administrative Institution, JICA will reorganize and launch five new departments specialized in development issues and/or sectors (hereinafter referred to as issue/sector-wise departments) in April 2004. With this system, JICA aims to respond to the increasingly complex "development issues" in partner countries, as well as to improve its store of knowledge and technical-appraisal systems for each sector or issue for improved efficiency in its operations. JICA also considers addressing issues more comprehensively and with a results orientation. In so doing, in issue/sector-wise departments, JICA marks a shift from management focused on project or scheme-level to a program level approach.

The establishment of issue/sector-wise departments will lead to higher quality JICA evaluations. First, in issue/sector-wise departments, a consistent evaluation from the ex-ante evaluation to ex-post stage will be performed for each issue, enabling more efficient acquisition of knowledge and experience relative to each issue. Moreover, by thematic evaluations, information undiscovered under evaluations on individual projects can be obtained. By communicating feedback of evaluation results into formulation and management of its cooperation, JICA plans to promote cooperation of a higher quality.

In the issue/sector-wise departments, JICA will make every effort to use the knowledge obtained through evaluations to make steady progress as a "learning organization".

Yuji Okazaki
Director, Preparation Office of Issue/Sector-wise Departments
Managing Director, Social Development Study Department
Japan International Cooperation Agency