

## **Part 4 ■ Country-program Evaluation and Thematic Evaluation**



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Chapter 1 of Part 4 provides the outline of program-level evaluations implemented by JICA in FY 2001. The program-level evaluations are mainly conducted by the Office of Evaluation and Post Project Monitoring, Planning and Evaluation Department, JICA. As “strengthening of country-specific and thematic approaches” is a priority issue in JICA cooperation and “developing and improving evaluation methods” is indispensable to implementation of high quality evaluation, the program-level evaluations are respond to these two topics.

Table 4-1 describes title, evaluation category, country targeted for evaluation, and evaluators of 11 program-level evaluations conducted in FY 2001.

Chapter 2, 3 and 4 summarizes the results of three program-level evaluations, “the Country-Program Evaluation for Honduras,” “the Thematic Evaluation: the Population and Health Sector in the Philippines under JICA/USAID Collaboration: Part 2 (Infectious Diseases Control Field),” and “the Synthesis Study of Evaluation: Population and Health”, as examples of country-program evaluation and thematic evaluation which used the new evaluation methods (the Program Approach Logic Model and the Meta-evaluation).

## Chapter 1 ● Outline of Program-level Evaluation Conducted in FY 2001

### 1-1 Features of Program-level Evaluations conducted in FY 2001

The program-level evaluations conducted in FY 2001 focused on strengthening of country-specific and thematic approaches and development of program-level evaluation methods.

#### (1) Strengthening Country-Specific Approach

For strengthening of country-specific approaches, JICA

implemented three country-program evaluations in FY 2001. The countries targeted for evaluation were Sri Lanka, Honduras and Panama. In Sri Lanka, ten years had passed since the prioritized cooperation sectors of JICA cooperation were decided, and it was time to summarize the achievements in each sector. Honduras and Panama were the poorest countries in Central America where JICA had not conducted any country-program evaluations. As for Honduras and Panama, JICA made an effort to improve the accuracy of analysis on the cooperation effects to the specific country as a whole by applying the Program Approach

Table 4-1 Program-level Evaluations Conducted FY2001

Category	Country	Title	Evaluator
Country-program Evaluation	Honduras	Country-program Evaluation for Honduras	External Institution
	Panama	Country-program Evaluation for Panama	External Institution
	Sri Lanka	Country-program Evaluation for Sri Lanka	External Institution
Thematic Evaluation	Philippines	Population and Health Sector in the Philippines under JICA/USAID Collaboration: Part2 (Infectious Disease Control Field)	JICA
	Indonesia	NGO Collaboration Work Review (Indonesia)	JICA
	Vietnam	NGO Collaboration Work Review(Vietnam)	JICA
	—	Country-focused Group Training	JICA
	Philippines, Thailand, Senegal, Malawi	Evaluation, Analysis and Research on Team Dispatch of Japan Overseas Cooperation Volunteers	JICA
	Indonesia, Cambodia, Bangladesh, Kenya, Zambia, Tanzania, Guatemala, Mexico	JICA-USAID Aid Collaboration	Joint Evaluation
	Cambodia	Joint Canada-Japan Peace-building Learning Project	Joint Evaluation
Synthesis Study of Evaluation	—	Synthesis Study of Evaluations: Population and Health	JICA

Logic Model. The past projects under the various schemes were compiled into matrices as programs ex-post using Program Approach Logic Model.

On the other hand, JICA needs to understand the features of various cooperation schemes and conduct its cooperation strategically in order to implement more effective cooperation thereby promoting country-specific approach. In this regard, evaluation is required to play a role of clarifying features of each cooperation scheme through the verification of past achievements. From this point of view, in FY 2001, JICA conducted an evaluation on the “Country-Focused Group Training” which invites multiple participants from one country. In order to promote the country-specific approach, JICA has increased the number of Country-Focused Group Training every year and has tried to cope with specific development issues carefully that each developing country faces. Therefore, JICA conducted evaluation on the County-Focused Group Training in FY 2001 as JICA had not conducted evaluation to grasp the achievements and the present situation and to draw lessons its effective use of Country-Focused Group Training.

## (2) Enhancement of Thematic Approach

In recent years, JICA has promoted the “program approach” in which multiple projects with a common objective in a specific sector or development issue are planned and implemented. Therefore, in evaluation, JICA emphasizes program-level evaluation as well as project-level evaluation.

As described above, JICA tries to apply the Program Approach Logic Model as one of the program-level evaluation methods, to measure the cooperation effects to the targeted country as a whole, or the program-by-program effects on specific sectors. In FY 2000, the model was utilized for the evaluation of “Population and Health Sector in the Philippines under JICA/USAID Collaboration: Part 1 (Reproductive Health)”. In FY 2001, the experience was developed to implement the thematic evaluation on the “Population and Health Sector in the Philippines under JICA/USAID Collaboration: Part 2 (Infectious Diseases Control Field)” and JICA improved the program-level evaluation methods.

As a part of the thematic approach, it is also a major subject of how concretely the lessons and recommendations obtained from the results of monitoring and evaluation of the past projects in specific sectors are reflected to the similar projects in the future. As described in 2-3

“Study Results on Feedbacks of Evaluation Results”, Chapter 2, Part 2, for the purpose of utilizing the evaluation results as a learning tool for the organization and improving its cooperation, it is necessary to provide information which includes not only the results of individual evaluations but also information which is sorted out by certain criteria such as the sector. Therefore, in FY 2001, in the health sector, one of the major sectors for JICA cooperation, a synthesis study of evaluations was conducted. In the process of synthesizing, existing multiple evaluation results were collected and reanalyzed, common or significant trends were identified, and the specific measures for improvement in the future cooperation were discussed. JICA has started to conduct the synthesis of evaluation results of each major issue in the sectors of agriculture, education and information technology thus far.

## (3) Development of Evaluation Methods for Public-participation Programs

In FY 2001, JICA evaluated the NGO collaboration programs and Japan Overseas Cooperation Volunteer (JOCV) Program.

In promoting public-participation programs of Japanese citizens such as an NGO collaboration program, it is necessary to consider the evaluation methods suitable for grassroots cooperation, which directly provides benefits to local residents. JICA conducted joint evaluation with Japanese NGOs on NGO collaboration programs implemented in Indonesia and Vietnam as a trial and worked on “Expanding the Coverage of Evaluation” (Refer to the 2-2 Chapter 2, Part 1 for details).

JICA has also conducted evaluations to verify the effects of the specific cooperation schemes such as the “Team Dispatch of JOCVs”, the dispatch of multiple volunteers, with common action, which are comprehensively aimed to develop the region and improve the living standard.

## (4) Evaluation on the Global Issues

JICA also implemented joint evaluations with other aid organizations of other countries in FY 2001. Under the common understanding that not a single country approach but multiple donors must supplement their respective cooperation, such as Japan-U.S. or Japan-Canada collaboration, targeting global issues such as Infectious Diseases and Peace Building, JICA has conducted evaluations on aid coordination projects implemented along with USAID and CIDA.

Chapter 2, 3, and 4 briefly describe the outline and results of the program-level evaluations. These chapters provide the summaries of “the Country-Program Evaluation for Honduras,” “the Thematic Evaluation: Population and Health Sector in the Philippines under JICA/USAID Collaboration: Part 2 (Infectious Diseases Control Field),” and “the Synthesis Study of Evaluations: Population and Health” as the example of evaluations conducted in FY 2001 and the brief summaries of other evaluations.

## 1-2 The State of Efforts to Feedback the Results of Program-level Evaluation

### (1) Feedback of the Evaluation Results

The program-level evaluation results are reported to the concerned departments within JICA and the evaluation reports are distributed widely and made available to the public, including to the JICA Library where the reports are freely accessible. The reports are also posted on the JICA Website for public reading.

Also, evaluation seminars are held in Japan for the general public, to make the results of the major ex-post evaluations widely known and to exchange opinions with external experts. Furthermore, for “strengthening the country-specific and thematic approaches”, JICA makes efforts to promote feedback of the results of evaluation through seminars and workshops in the targeted countries for evaluation or for those concerned departments of JICA that are likely to use the evaluation results. (See BOX 13)

Specifically, for country-program evaluation in the FY2001, seminars were held in Honduras and Panama to exchange opinions and share evaluation information with the concerned local parties. Meanwhile, in Japan, seminars entitled “the Evaluation Method for Country-Program Evaluation and its Future Challenges” were held based on the country-program evaluation for Honduras, Panama and Sri Lanka in order to providing evaluation information to revise JICA Country Programs.

Likewise, effective feedbacks were provided through seminars and other activities for the thematic evaluation. For example, in March, 2003, a seminar entitled “JICA’s Cooperation and Peace-Building” was held and the latest cooperation issues discussed with external experts based on Joint Canada-Japan Peace-building Learning Project. Moreover, a seminar entitled “Evaluation Method for

NGO Collaboration Program” was held in January 2001, to exchange opinions with the general public on the evaluation method for NGO programs.

At the same time, in order to promote the program approach, internal workshops and seminars within JICA were held to discuss how to share information and provide feedback to the projects with the concerned departments.

### (2) Feedback of Issues and Improvements in Evaluation Methods

JICA is making efforts toward “developing and improving the evaluation method” through conducting country-program evaluations and thematic evaluations, involving the external experts and institutions that are familiar with development assistance and evaluation methods. However, some challenges remain.

The country-program evaluations have been conducted by external institutions, and during the course, some issues have been posed. Therefore, synthesis of the results of the country-program evaluations in the past is planned to improve the evaluation methods.

As regards the program-level evaluation method, JICA held a public seminar titled “Towards the Enhancement of the Program Approach” referring to the case of the “Population and Health Sector Cooperation under JICA/USAID Collaboration: Part 2 (Infectious Diseases Control Field)”, and discussed how to promote the approach with experts.

Meanwhile, JICA conducted the “Synthesis Study of Evaluations: Population and Health” of 55 cases of terminal evaluations in health sector, which was the first trial for JICA to collect a number of past evaluation results and reanalyze them to determine the lessons. In the process, constraints on analysis were identified such as no uniformity with the information contained in the terminal evaluation reports. There were also some other problems in methods of analysis pointed out, such as selection of the projects to be reviewed and the triangulation of various analytical methods. After this study, synthesis studies of evaluations targeting different fields have been conducted by JICA, using evaluation methods that took the above findings into consideration.

### BOX 13 “The Country-Program Evaluation for Honduras” (Feedback of Evaluation Results)

JICA has conducted Country-program Evaluation for Honduras in FY 2001 and 2002 and has evaluated the 33 projects that were conducted for 10 years from 1991 - 2000 by sectors/projects and cross-sectors (evaluations by regions and modalities, and from the viewpoints of poverty and gender.)

In this evaluation, the final evaluation results were widely released through the open seminar for about two days, widely inviting not only the concerned governmental officials of Honduras, but also other aid organizations and the press. Since the catastrophic disaster of Hurricane Mitch in 1998, aid coordination among aid organizations has actively been carried out and major aid countries such as U.S.A., Sweden, Spain and Canada announced their respective aid policies to Honduras. Under these circumstances, this evaluation seminar was a perfect opportunity to expose the effects and points of past cooperation by JICA to be improved, and JICA received extremely high evaluation as a highly transparent aid organization.

To actively reflect the lessons and recommendations brought from this evaluation survey to the JICA Country Program, discussions were held repeatedly among the Honduras ODA task force composed of the staff of the Japanese Embassy in Honduras and concerned personnel of the JICA Honduras Office. And some items have already set directions for the future.

As for the recommendation “it is favorable to further narrow down challenging subjects,” making the “selection and concentration” its slogan and considering Japan’s technical superiority in the major development issues in Honduras and the status of cooperation from other aid organizations, JICA has not only further narrowed down the priority sectors since then, but has also clarified the sub-sectors that Japan should support in each sector. Although JICA has implemented nationwide cooperation in the country so far, it has also decided to set priority areas and to concentrate the input on the areas as much as possible to achieve higher effectiveness and efficiency through the cooperation.

The evaluation also identified the lessons that the sustainability of the transferred techniques could not be ensured because concerned personnel related to the Honduras government including middle-class engineers were reassigned every four years due to the change of government. With the “Millennium Development Goal (MDG) local seminar” that was jointly hosted by JICA and UNDP as a start, utilizing the effects of the technical transfer, the direction that the techniques had been mainly transferred to the middle-class engineers in the governmental organizations was changed to directly and actively support the local organizations and local communities (organizations of multiple municipalities that were confederated based on common benefits) that are less likely to be affected by the change of government. The JICA Honduras Office is currently organizing a local development project focusing on the support based on the “Poverty Reduction Strategic Paper (PRSP)” of Honduras and is planning to directly strengthen the organization, develop human resources and so on, toward the major actors related to the development of poor villages in the Project.



Open seminar on evaluation results held in Honduras.

## BOX 14 “Joint Canada-Japan Peace-building Learning Project” (Feedback of Evaluation Results)

### <The result of Evaluation>

The major objectives of “the Joint Canada-Japan Peace-building Learning Project” are to review the experiences on peace-building projects by both Japan and Canada as well as to examine feasibility based on utilizing the peace-building needs assessment methods on trial and to make recommendations for practical applications. Peace-building needs assessment methods is a tool including “the view of conflict prevention” which prevents accelerating, triggering and reoccurring of conflicts at respective stages of planning, implementing/monitoring and evaluating a project. (JICA currently calls the method PNA; Peace-building Needs and Impact Assessment.)

The on-site survey in Guatemala utilized the method under development by Canada on trial, and observed and evaluated peace-building projects. The on-site survey in Cambodia utilized the Japanese-version of the method that was jointly developed by JICA and NGOs and conducted site visits and evaluations on some projects. Through the on-site surveys, know-how in utilizing the assessment tool was obtained as well as following recommendations were offered to improve the Japanese-version PNA.

- (a) The PNA should include the time-series-changes of needs for reconstruction assistance that are commonly observed among the countries that have experienced conflicts.
- (b) The PNA should be modified so as to be able to utilize it for not only post-conflicts but also countries with potential of conflicts.
- (c) The PNA should accumulate experiences and gather the common subjects that should be concerned in implementing projects in the countries that experienced conflicts.
- (d) The PNA should include the views from end beneficiaries or local people in the analyzing process.
- (e) A manual of the PNA should be developed.

### <Status of Utilizing Evaluation Results>

Upon the recommendations, after the on-site surveys, JICA held review meetings to improve the method several times and worked on revising the PNA. Other than (a) to (e) described above, JICA promoted the revision of the method so that the PNA would be included in the regular project formation and implementing process and that they would be simplified by the process. JICA also developed a manual so that the PNA could be practically utilized widely.

In addition to the revision of PNA held in JICA headquarters, JICA has decided to work on to include the “view of preventing conflicts” that was not always included systematically into its cooperation, in applying the PNA at the planning stage of projects in the countries targeted for peace-building support.

For project formulation studies in Sri Lanka at the end of 2002, JICA utilized the PNA for the first time at the planning stage. In utilizing the PNA, JICA analyzed the structural factors that caused the conflict in Sri Lanka, the factors that prolonged the conflicts, the unsolved factors and newly occurred issues. Through the analysis, JICA identified the issues that made the society uneasy or would cause conflicts again. With these facts, JICA is reviewing the contents of future projects and cooperation approaches intending to introduce the view of “preventing conflicts” into projects in a cross-sectoral manner in the future. JICA is considering analyzing the conflicts by this method in East Timor, Nepal, Indonesia/Ache, and examining the approach of the future projects.

### <For the Future Introduction of PNA>

Aiming at conducting cooperation that contributes to prevention of outbreak and reoccurrence of conflict, JICA is taking a policy to plan, implement, monitor and evaluate its cooperation utilizing the PNA in supporting peace building. Through utilization of the PNA, JICA is making efforts to improve the method and develop human resources, which can utilize the PNA inside and outside of JICA for applying the PNA in wide practical use.