

Part 1

Evaluation in JICA



Chapter 1 JICA's Evaluation Activities

1-1 Objectives and Types of Evaluation

(1) Objectives

In order to implement effective and efficient cooperation, it is important to evaluate what changes and effects have been brought about by the projects implemented in the past, and then reflect the lessons and recommendations on improvements in the implementation of new projects. JICA's project evaluation assesses the relevance and effectiveness of a project as objectively as possible at each stage of the project cycle.

The objectives of evaluation are to utilize evaluation results in a decision-making process for project management and to feed lessons learned from evaluation back into the learning process of the aid organizations concerned for more effective project implementation. In addition, by disclosing evaluation results, JICA intends to ensure transparency and accountability to gain public support and understanding in

Japan and developing countries in implementing effective and efficient cooperation.

(2) Types

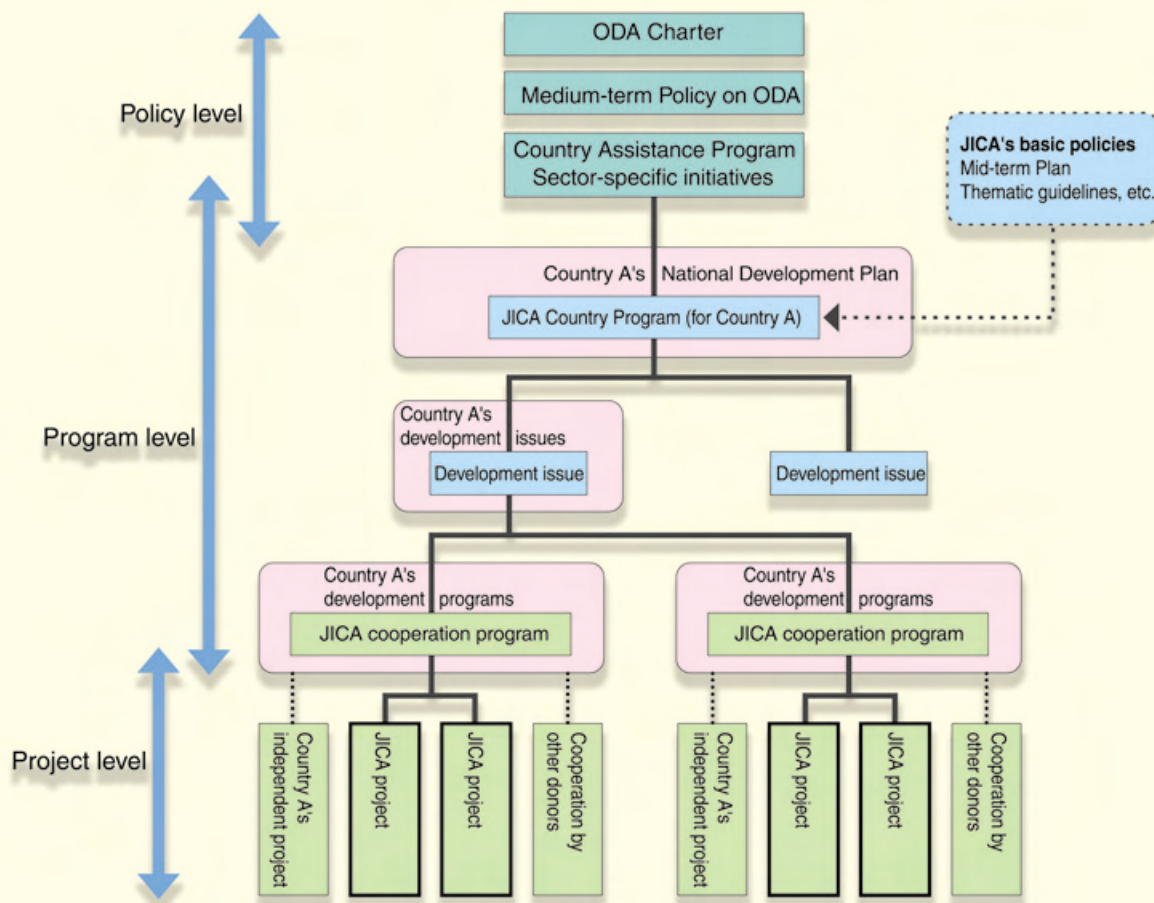
Project evaluation can be categorized from the perspectives of what to evaluate, when to evaluate, and who evaluates. Classification of JICA's project evaluation is based on the following three perspectives.

1) Evaluation Focus

From the perspective of what to evaluate, ODA evaluation is classified into three levels—policy, program and project levels—among which JICA conducts project- and program-level evaluations (Figure 1-1).

Project-level evaluation covers individual projects and is conducted by JICA's departments and overseas offices responsible for project implementation. It is intended to be

Figure 1-1 ODA System and JICA's Evaluation



used in planning and revising projects, making decisions on whether to continue cooperation, drawing lessons for the future, and securing transparency and accountability.

Program-level evaluation evaluates a set of projects in comprehensive and cross-sectional manner. It examines what effects JICA's cooperation brought about at a country-program level, or to what extent JICA's cooperative approach was effective in a specific development sector and issue. It is also directed at specific cooperation schemes such as Volunteer Program and Disaster Relief Program. These evaluations are conducted by the Office of Evaluation of the Planning and Coordination Department of JICA as country-program evaluation or thematic evaluation. These evaluation results are used for improving JICA Country Programs and thematic guidelines, modifying cooperative approaches for effective program implementation, as well as formulating and implementing new projects.

2) Evaluation Within the Project Cycle

Project-level evaluations are classified into four types from the perspective of when to evaluate: ex-ante, mid-term, terminal, and ex-post evaluations, which correspond to four stages in the project cycle (Figure 1-2).

a. Ex-ante evaluation

The ex-ante evaluation is carried out at the planning stage of a project to examine its necessity and conformity with JICA Country Program and needs of the partner country. Also it is

conducted to clarify the expected cooperation effects and examine and evaluate the relevance of the project comprehensively. Results of ex-ante evaluation are applied when approving a project plan. Evaluation indicators of a project set at the ex-ante stage will be used to measure the progress and effect of cooperation in subsequent monitoring and evaluations at stages from mid-term to ex-post evaluations.

b. Mid-term evaluation

The mid-term evaluation is conducted at the middle point of a project to evaluate for smooth operation leading to outcome. It aims to examine whether the achievements, implementing process, and plans of the project are appropriate, focusing on relevance, efficiency, and so on. Results of the mid-term evaluation are utilized to revise the original plan or improve the operation structure.

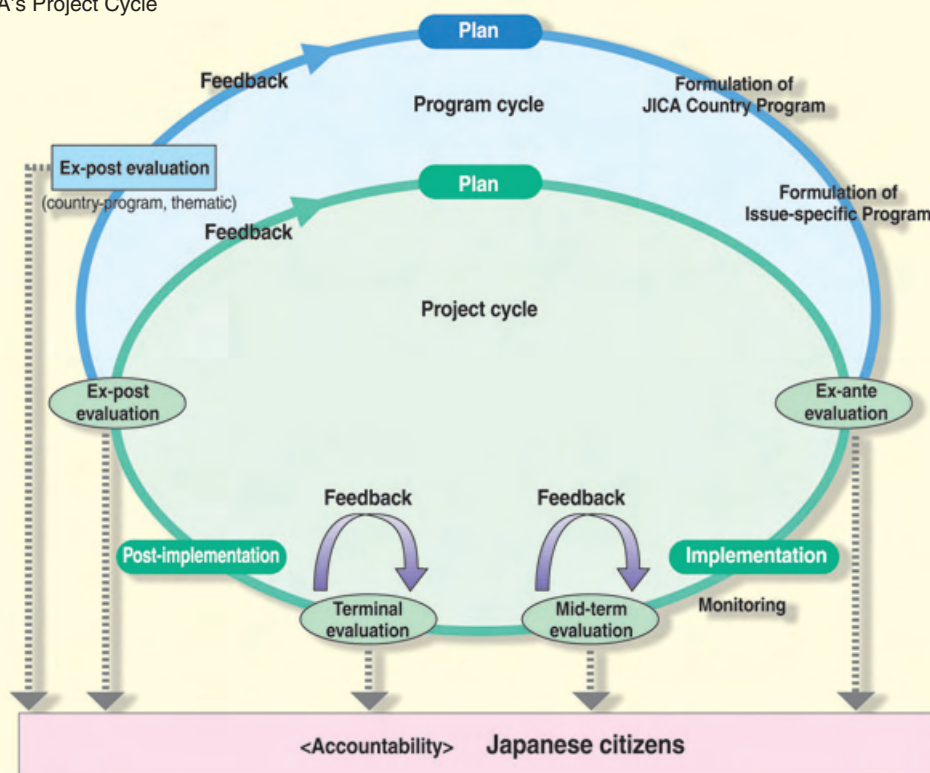
c. Terminal evaluation

The terminal evaluation is conducted to examine whether the project will achieve the outcome as planned prior to the termination of a project. It comprehensively analyzes the achievement level of the project purpose, efficiency, and prospective sustainability of a project. Based on the result, it is decided whether to complete or extend the project.

d. Ex-post evaluation

The ex-post evaluation is conducted a few years after completion of a project to verify impact of the project on the recipient side and sustainability of the cooperation effect. Results of ex-post evaluation serve as lessons learned for

Figure 1-2 Position of Evaluation Within JICA's Project Cycle



effective and efficient project implementation in formulating and implementing new projects and/or programs in the future.

Program-level evaluations such as country-program evaluation or thematic evaluation are conducted as ex-post evaluations. They are used to improve JICA Country Programs or thematic guidelines as well as to formulate and implement new projects.

3) Evaluation by Types of Evaluators

From the perspective of who evaluates, JICA's evaluations is classified as follows.

a. Evaluation by JICA (internal evaluation)

It is conducted by JICA who is responsible for project management in cooperation with external specialists, such as consultants and academics. Internal evaluation collects information necessary for decisions in project management and revision.

JICA also promotes the review of such internal evaluation results by the third parties (academics, journalists, NGOs, etc.) with expertise in development assistance and familiarity with JICA's undertakings to assure transparency and objectivity.

b. Evaluation by third parties (external evaluation)

In order to ensure the quality, transparency, and objectivity of the evaluation, JICA entrusts a certain portion of evaluation studies to external experts and organizations (universities, research institutes, academics and consultants, etc.). Specifically, they are third parties who are not involved in the planning and implementation of the evaluated project and who have high expertise in the evaluated fields. External evaluation may be conducted by external experts and organizations in the partner country in addition to those in Japan.

In addition, JICA carries out the third party reviews as described in **a.** using external evaluators.

c. Joint evaluation

This evaluation is conducted in collaboration with organizations in partner countries or with other donors. Joint evaluation with partner countries are effective for sharing the results of effects and issues about projects. It also contributes to learning evaluation methods and improving capacity of those countries in carrying out evaluation. Since all JICA cooperation activities are joint efforts with the partner country, project-level evaluations are all conducted as joint evaluations. Program-level evaluations are also conducted with the participation of the partner country, and evaluation results are fed back to those involved in the partner country.

A joint evaluation with other donors is becoming important in terms of aid coordination and is also effective for learning about each other on projects and evaluation methods.

1-2 Methods of Evaluation

Evaluation has no meaning unless evaluations are utilized. To produce reliable and useful evaluation results, the project needs to be examined in a systematic and objective manner and then convincing value judgement has to be made with supporting grounds. It is also important to draw recommendations and lessons learned through analyses of the factors which affect success and failure of the project.

JICA's evaluation framework is composed of three stages: (1) studying and understanding the situation surrounding the project; (2) assessing the value of the project by the five evaluation criteria; and (3) drawing lessons and recommendations and feedback them for improvement*.

1) Grasping and Examining the Conditions of the Project

The first step in evaluation study for a project is to examine the project achievements as to what has been achieved in the project and to what extent it has been achieved. The next step is to identify and analyze the implementation process as to what is happening in the process of achievement and what kind of effects it has on the achievements. Furthermore, the causal relationships between the project and the effect, namely whether the achievement has resulted from the project, is examined.

2) Value Judgement about the Project in Terms of the Five Evaluation Criteria

The next step is to make value judgements about the project based on the information on the actual conditions of the project obtained through the above-mentioned procedure. For judging the value of projects, JICA has adopted the five evaluation criteria (relevance, effectiveness, efficiency, impact, and sustainability) proposed in 1991 by the Development Aid Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) (Table 1-1).

3) Drawing Lessons and Recommendations for Feedback

The recommendations should be formulated based on the results of an evaluation study, and they should propose specific actions for the project stakeholders. Evaluation results are reported to those involved in the project and disclosed in public. Feedback of evaluation results to projects is important in improving the project and enhancing its effectiveness. In order to make lessons and recommendations that are easily fed back, it is necessary to clarify the contributing and hindering factors that have affected the success or failure of a project. It is also

*JICA's project evaluation methods are explained in detail in "JICA Guideline for Project Evaluation: Practical Methods for Project Evaluation" (JICA, September 2004). These guidelines are available on the Evaluation page on JICA's website (www.jica.go.jp/english/evaluation/index.html).

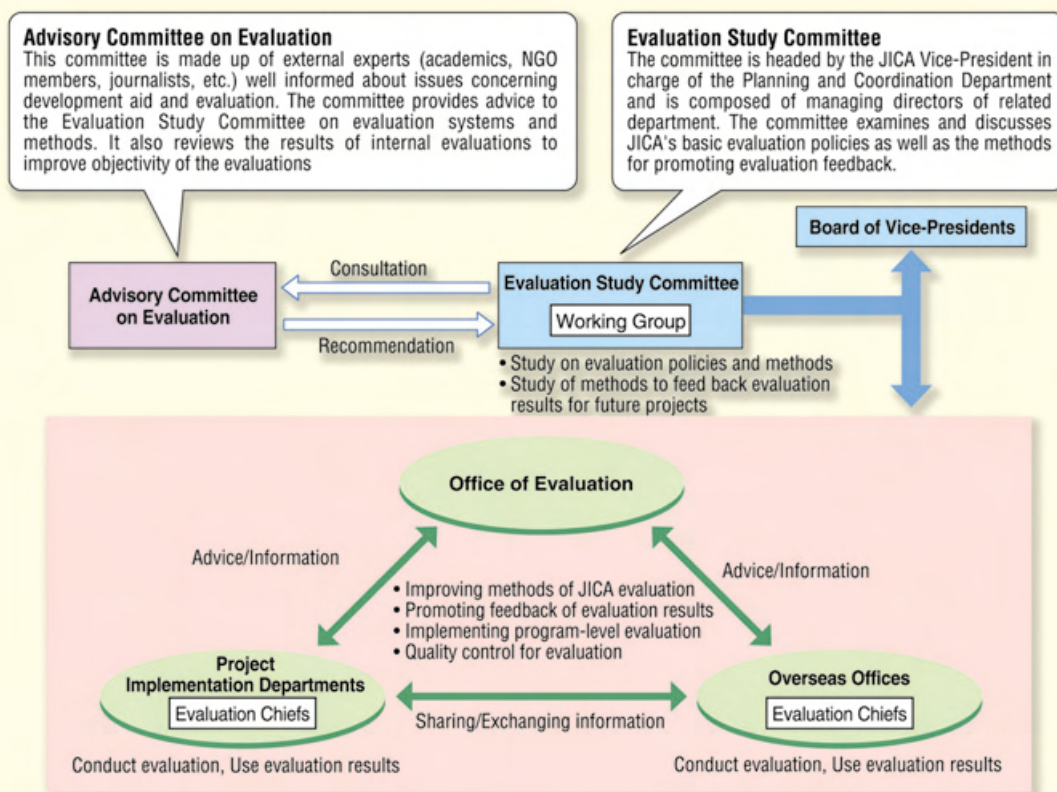
Table 1-1 Perspectives of Five Evaluation Criteria

Relevance	"Relevance" relates to the legitimacy and appropriateness of aid projects. Primary attention is paid to such questions as whether the expected effects of the project (project purposes and overall goals) meet the needs of the intended beneficiaries and provide proper solutions to the problems and issues in the area or sectors concerned, whether the project is consistent with the partner country's policies, whether the approach of the project is reasonable, and whether the project should be funded by ODA.
Effectiveness	"Effectiveness" relates to the question of whether the implementation of the project has actually benefited (or will benefit) the intended beneficiaries and the target society.
Efficiency	"Efficiency" is a criterion concerning the relations between the project costs and its outputs. The main question asked to judge the efficiency of a project is whether the achievements degree of outputs can justify (or will justify) the costs (inputs), in other words, whether there was no alternative means that could have made the same achievements at lower costs, or whether it was impossible to make greater achievements at the same costs.
Impact	In judging the "impact" of a project, the longer-term effects of the project are studied. These include unintended positive and negative impacts.
Sustainability	"Sustainability" is a criterion that examines whether the effects produced by the project have been sustained (or are likely to be sustained) even after the completion of cooperation.

necessary to specify the target of the feedback.

1-3 Evaluation System

JICA's current evaluation system is composed of the Evaluation Study Committee, the Advisory Committee on Evaluation, Office of Evaluation, and the project implementation departments (headquarters and overseas offices). Major roles and activities of each group are shown in Figure 1-3.

Figure 1-3 JICA's Evaluation System

Chapter 2 Expanding and Enhancing Evaluation

– Trends in ODA Evaluation and JICA's Efforts in Evaluation

2-1 Recent Trends in ODA Evaluation

(1) Trends in the International Community

Reflecting the financial downturn in major donor countries in the world since the 1990s, the importance of monitoring and evaluation on assistance to developing countries has been increasingly recognized. There are two purposes in monitoring and evaluation; to provide accountability for the public and to implement effective and efficient assistance. In addition, amid the movement toward “smaller government,” the concept of New Public Management (NPM) has been introduced. This concept is adapted from business management methods for the purpose of providing efficient and high quality public services with an emphasis on outcomes. In line with the reforms of administrative management in donor countries, results-based management (RBM) has now been introduced to development assistance at the project level. RBM emphasizes outcomes, and supports effective and efficient management of the public sector.

As aid effectiveness became a hot issue in the following years, it became increasingly important to strategically select targets and approach and to produce a higher level of outcomes.

The DAC New Development Strategy: Shaping the 21st Century: The Contribution of Development Co-operation*, which was adopted at the DAC's high-level meeting in 1996, became a starting point for a new collaborative approach for setting and achieving internationally shared development goals to obtain a high level of outcomes. The New Development Strategy specified ownership, partnership, and a result-oriented approach as principles for achieving development goals.

In an attempt to realize the concept of the New Development Strategy, a Poverty Reduction Strategy Paper (PRSP)** was drafted at the World Bank/IMF Annual Meetings of 1999 as a country-specific socioeconomic development plan with the focus on poverty reduction. At the United Nations Millennium Summit in September 2000, a set of eight Millennium Development Goals (MDGs)*** were adopted. Donor countries have currently adopted the

PRSP as a development strategy to achieve the international development goals of the MDGs.

As a tool for managing efforts to achieve these high-level development goals, RBM is being broadly applied, not only to project-level management but also to program-level management. Monitoring and evaluation are important means for RBM to improve organizational management and accountability.

In response, the countries that have complied PRSPs have set up administration sections in charge of monitoring and evaluation. They have conducted periodical monitoring of cooperation effects at both the country and the sector levels with the participation of major donor countries and aid agencies. Collaborative evaluations have also been performed by the partner countries and donors. Monitoring of the MDGs has been conducted at an international level and a developing-country level; in particular, reports on monitoring at the developing-country level have been issued by the governments of developing countries.

The importance of improving the evaluation capacity of developing countries has recently been addressed in the international arena, such as DAC, from the perspective of emphasizing the initiative of developing countries. Various efforts have been made to empower developing countries to undertake monitoring and evaluation on their own.

(2) Movements in Japan concerning ODA Evaluation

International trends surrounding development assistance and the harsh economic and fiscal situations at home have generated strong calls within Japan for more effective and efficient implementation of development assistance. The Final Report submitted by the First Consultative Committee on ODA Reform (the Consultative Committee on ODA Reform for the 21st Century) in 1998 recognizes strenuous efforts to further improve effective and efficient ODA implementation as a fundamental concept of ODA reform, calling for greater emphasis on improving evaluation. In addition, the Final Report by the Second Consultative Committee on ODA Reform (March 2002) and the Fifteen Specific Measures for

* A development strategy adopted at DAC's 34th high-level meeting in 1996. The strategy sets seven international development goals based on the discussions at various international conferences and called for greater emphasis on developing countries' ownership, partnership, and consistency for the achievement of the goals.

** PRSP is a three-year comprehensive economic and social development plan for poverty reduction to be drawn up by the governments of developing countries with broad participation of the aid community and the private sector, NGOs, and other concerned parties. Heavily indebted poor countries and countries eligible for International Development Association (IDA) programs are required to compile PRSPs in order to receive debt relief or IDA loans.

*** A set of eight goals and 18 targets concerning poverty reduction, basic education, gender equality, health and medical care, environmental protection, and other objectives to be achieved by 2015.

ODA Reform (July 2002) proposed a set of concrete steps for ODA reform with special emphasis on evaluation (Table 1-2).

Taking into account these discussions on ODA reform, the Council of Overseas Economic Cooperation-related Ministers decided on a revision of Japan’s ODA Charter in August 2003. The new ODA Charter added “enhancement of evaluation” to the list of measures needed for effective planning and implementation of assistance policies as “Matters Essential to Effective Implementation.” It also points out the need for a consistent evaluation system from the ex-ante to ex-post stages, implementation of program- and project-level evaluations, implementation of third-party evaluations, and feedback of evaluation results, all of which were discussed in the process of the revision.

Amid the trends toward ODA reform, evaluation is regarded as an essential element to improve ODA, and various proposals have been made to enhance evaluation.

(3) JICA’s Efforts for Enhancing Evaluation

In response to these trends at home and overseas, it has become increasingly important to gain support and understanding from the public not only for the objective and role of ODA, but also for its outcomes, thus leading to a call for improvements in effectiveness and efficiency of projects. Meanwhile, JICA became an independent administrative institution in October 2003 and this status change required JICA to improve effectiveness and efficiency of projects from the perspective of improving quality of services and other operations offered to the public. Enhancement of evaluation and dissemination of easy-to-understand evaluation results to improve the quality of projects are included in JICA’s Mid-term Objectives (Box 3).

Currently, JICA is making various efforts to strengthen its evaluation system so that projects can be operated effectively and efficiently while executing accountability (Figure 1-4).

Table 1-2 Main Proposals on Evaluation

Time	Proposals	Points of Proposals (in relation to evaluation only)
January 1998	The Final Report of the Committee on ODA Reform for the 21st Century	Third-party evaluation, developing evaluation methods, diversifying and integrating evaluation perspectives, strengthening a feedback system of evaluation results, disclosure of evaluations, etc.
March 2000	Final Report on Improvements to the ODA Evaluation System by the ODA Evaluation Reviewing Panel	Reforming ODA evaluation in terms of objectives, targets, timing, system, human resources, structure, methods, feedback, publicity, etc.
February 2001	Report of the ODA Evaluation Study Group, For Enhancing Japan’s ODA Evaluation System by the ODA Evaluation Reviewing Panel	Introducing policy-level evaluation, enhancing program-level evaluation, strengthening the feedback system for evaluation, development and utilization of human resources in evaluation, securing consistency of evaluation (establishing a consistent evaluation system from the ex-ante, to mid-term and ex-post stages), promoting collaboration among ODA-related government ministries and agencies, etc.
March 2002	The Final Report of the Second Consultative Committee on ODA Reform	Improving ODA evaluation, strengthening feedback function to improve assistance methods, strengthening third party evaluation system, etc.
July 2002	Fifteen Specific Measures for ODA Reform by the Ministry of Foreign Affairs	Introducing third-party reviews into ex-post evaluation, strengthening the feedback role of Advisory Committee on Evaluation, strengthening collaborative evaluation with the partner countries, strengthening evaluation capacity of partner countries, holding seminars on evaluation as part of disclosure of evaluation results, etc.
December 2002	Concrete Measures for ODA Reform by the Liberal Democratic Party’s Working Team on ODA Reform	Strengthening evaluation and feedback of evaluation results, etc.
August 2003	New ODA Charter	Improving evaluation, consistent evaluation from the ex-ante to ex-post stages, implementing program- and project-level evaluations, implementing third party evaluation, feedback of evaluation results, etc.

Box 3 JICA’s Mid-term Objectives in Relation to Evaluation

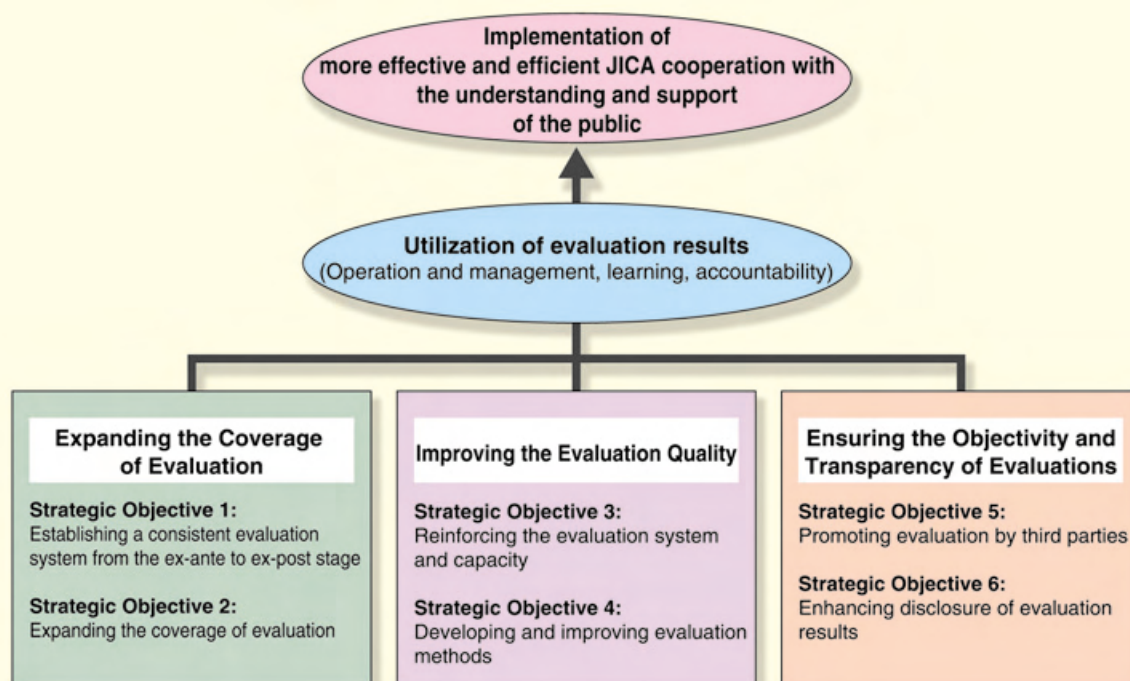
The agency shall introduce a systematic and efficient evaluation system from ex-ante to ex-post evaluations, including the creation of list of indicators for objective evaluations, and the establishment of proper evaluation methods tailored to each

cooperation scheme. The agency shall also expand the use of external evaluations including secondary evaluations, which are the external reassessments of JICA’s primary evaluation results. In addition, the agency shall provide information on these

evaluation results to the public in a clear and comprehensible manner, and shall promptly and properly feed back the evaluation results and lessons learned for improvement of future projects.

(Source: JICA’s Mid-term Objectives)

Figure 1-4 Efforts in Expanding and Enhancing the Evaluation System



These efforts include (1) establishing a consistent evaluation system from the ex-ante stage to the ex-post stage, (2) expanding coverage of evaluation, (3) reinforcing the evaluation system and capacity, (4) developing and improving evaluation methods, (5) promoting evaluation by third parties, and (6) enhancing disclosure of evaluation results.

2-2 Efforts to Expand and Enhance Evaluation: Six Strategic Fields

(1) Establishing a Consistent Evaluation System from the Ex-ante to Ex-post Stage

In order to promote results-based management and ensure accountability, it is crucial to set a clear project purpose and indicators to measure the project achievement before the project is launched. Then the project needs to be monitored and

evaluated with regard to what effects the project has generated in various stages of the project cycle such as before, during, at the end of, and after the implementation of the project. Furthermore, for effective implementation of cooperation projects, it is essential to perform continuous evaluations in various stages of the project cycle, analyze contributing and hindering factors to the achievement of the expected outcomes, and improve project plans and management. It is also necessary to utilize lessons learned from the evaluations in planning and implementation of similar projects in the future (Box 4).

With these points in mind, JICA has been working to establish a consistent evaluation system from the ex-ante to ex-post stage. JICA introduced the ex-ante evaluation in fiscal 2001 to examine the needs and adequacy of the project vis-à-vis the expected outcomes before the launch of the project.

Box 4 Utilization of Lessons Learned from the Past at the Planning Stage of a New Project

The Information Technology Human Resource Development Project that started in fiscal 2004 in the Philippines took the following actions to reflect the lessons learned from IT-related projects in the past. (1) Given that IT is a field in which equipment becomes quickly obsolete as technology advances, equipment was intro-

duced step-by-step as the project progressed.

(2) To flexibly correspond to changes in technological trends, short-term experts were utilized. While long-term experts were in charge of the overall project management, short-term experts were in charge of technology transfer in various

fields.

(3) To secure sustainability of the implementing body, an expert was put in place for technical assistance regarding organizational management and marketing skills.

JICA also introduced the ex-post evaluation in fiscal 2002 to evaluate whether the effects have been generated and sustained a certain period of time after the completion of cooperation. By adding these two evaluations to the existing mid-term and terminal evaluations*, a consistent evaluation system has been completed that covers the entire project cycle of JICA's Technical Cooperation Projects**.

JICA assesses the necessity and relevance of projects through the ex-ante evaluation, and defines project indicators and plans for evaluation. Project progress is constantly assessed through periodical monitoring and evaluation in order to ensure achievement of the project purpose.

1) Improvement of Ex-ante Evaluation

Ex-ante evaluation, introduced in fiscal 2001, comprehensively examines the appropriateness of Technical Cooperation Projects and Development Studies before launch. For this purpose, the consistency with JICA Country Program and the needs of the project are examined and the plan of the project and the expected effects are clarified. Project indicators to measure the achievement of the project are set at this stage and will be used as criteria for evaluating the effects in the subsequent stages, from the mid-term to the ex-post evaluation. The results of the ex-ante evaluation are summarized into an ex-ante evaluation document and disclosed at the JICA website to secure accountability. In fiscal 2003, ex-ante evaluation documents were compiled on all 78 technical cooperation projects (including 35 development studies), and they are posted on the website.

In addition to the purposes of the ex-ante evaluation described above, in fiscal 2003, ex-ante evaluation started to examine whether the lessons learned from similar projects in the past are utilized for the planning of new projects. This is because it is important to reflect knowledge and lessons acquired from past experiences in project planning to improve the effectiveness of the project. Specifically, as part of the system to utilize evaluation results, the format of the ex-ante evaluation documents were revised to include a space where information has to be filled in with regard to utilization of lessons learned from similar projects in the past. Now, the entire organization is committed to planning and implementing effective projects by utilizing lessons learned from the past projects of the same sectors and/or of the same target areas.

For effective project implementation, JICA currently reinforces a field-based approach that can properly respond to the needs in the field. JICA is developing a system where overseas offices can implement the entire project from planning to evaluation, and the feedback of past experiences is reflected

securely. One such organizational effort is that representatives of the overseas offices explain newly planned projects, including how the lessons and recommendations are used in the projects, directly to the Board of Vice-Presidents at the headquarters through TV conferences (Box 5).

2) Expansion and Improvement of Ex-post Evaluation

Ex-post evaluations on individual projects were introduced in fiscal 2002, and are conducted under the initiatives of overseas offices a few years after the project's completion (Box 6). It mainly focuses on sustainability and impact among the five evaluation criteria***. The aim is to assure accountability in clarifying whether progress has been made toward achieving overall goals and whether the effects of cooperation have been sustained. In addition, overseas offices, which are in charge of identifying and formulating projects at the early stages of project implementation, play central roles in ex-post evaluation in order to actively utilize evaluation results for future cooperation projects.

Ex-post evaluations on individual projects are led by overseas offices using local consultants. Thus, JICA has gradually increased the number of countries eligible for the ex-post evaluation, taking into account local evaluation capacity. In fiscal 2002, the first year, JICA introduced it to 14 countries (Indonesia, the Philippines, Viet Nam, China, Thailand, Kenya, Tanzania, Bangladesh, Zambia, Nepal, Egypt, Ghana, Pakistan, and Mongolia), and in the following fiscal year eight countries (Sri Lanka, Mexico, Argentina, Brazil, Paraguay, Saudi Arabia, Morocco, and Malawi) were added.

When introducing ex-post evaluations on individual projects, JICA has made various efforts in strengthening the evaluation implementation system and capacity of overseas offices as a medium- and long-term strategy****. They include development of the Ex-post Evaluation Guidelines for Overseas Offices in English as well as in Japanese and distance training for improving the evaluation capacity of overseas offices and the related government agencies in developing countries.

The summaries of results of these ex-post evaluations on individual projects are posted on JICA's website. In fiscal 2004, the results of ex-post evaluations implemented in the last two fiscal years were analyzed in a cross-sectoral manner. The analysis results are listed in the Chapter 2, Part 2.

(2) Expanding the Coverage of Evaluation

In addition to Technical Cooperation Projects, JICA has various other cooperation schemes. Included are the Disaster Relief Program, which provides personnel assistance in the

* See Chapter 1, Part 1 (p.28) for the definition of evaluation at each stage.

** See Figure 1-2 (p.29) "Position of Evaluation Within JICA's Project Cycle."

*** See Chapter 1, Part 1 (p.31) for the definitions of the five evaluation criteria.

**** See (3) Reinforcing the Evaluation System and Capacity of this Chapter for details (p.38).

wake of major natural disasters; and the Volunteer Program, whose aim is to promote mutual understanding through public participation in international cooperation. Due to differences in characteristics, the evaluation method used for Technical

Cooperation Projects cannot be applied and thus the development of evaluation methods appropriate to the characteristics of individual schemes was required.

JICA started with the development of evaluation methods

Box 5 Reformation of Rice Production in the Republic of Senegal (Development Study): Efforts of JICA Senegal Office in Ex-ante Evaluation

Kiyofumi Konishi,
Resident Representative
JICA Senegal Office



It may sound surprising to you, but rice is a staple food in Senegal, located at the west end of Africa, and per capita annual rice consumption is about 80kg, which is 20kg more than that of Japan.

As the population of Senegal is approximately 10 million, the total amount of annual rice consumption reaches 800,000 tons. Thus the government of Senegal promoted irrigation in delta areas of the Senegal River and the Casamance region from the late 1970s to the early 1990s, and successfully increased the rice yield. However, as a result of policies taken in the mid 1990s, such as the privatization of domestic rice distribution and liberalization of rice imports, domestic rice became less competitive to imported rice in terms of price and quality, resulting in the stagnation of domestic rice production. Farmers borrowed money from agricultural commercial banks to buy seed rice, fertilizers, and agricultural chemicals, worked strenuously to grow rice, and finally harvested their rice,

but many were faced with a the difficult situation of being heavily in debt because their rice did not sell well. In recent years, domestic rice production has fallen to a mere 150,000 tons, which is less than half of the national production capacity, and more than 600,000 tons of rice are imported annually.

The government of Senegal was searching for measures to improve the situation, and the Japanese government decided to extend support to formulate master plans and action plans through analysis of a set of issues involved in rice production, post-harvest processing, and distribution as a part of assistance for a poverty reduction plan. This project mainly aims to support agricultural management and farmers' organizations, assist harvest and post-harvest techniques, and promote distribution and sales.

Based on the reinforcement of a field-based approach, which was highlighted when JICA became an independent administrative institution in October 2003, this project is being carried out under the initiatives of the overseas office. Since farmers' participation is the key to the project, efforts were made to raise awareness on participation by local residents as proposed by

the county-program evaluation for Senegal in fiscal 2002. In addition, an ex-ante evaluation document was produced after numerous consultations between the JICA Senegal Office and the administrators of the Senegal government, scrutiny of the conditions at related sites, and receiving advice from the headquarters and experts.

Although JICA has less experience in reforming the rice production in Senegal and it is a challenging task, we are making efforts in proposing effective and realistic policies to the government of Senegal in cooperation with all the related parties in the project. The outcomes of this project will be evaluated against the disclosed project ex-ante evaluation document, and we hope it attracts interest.



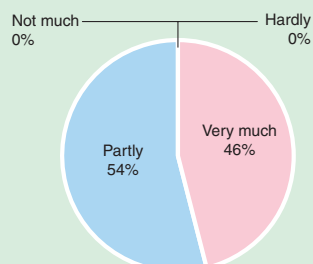
Meeting of the Board of Vice-Presidents examining ex-ante evaluation results of the project managed by the overseas office

Box 6 Summary of Survey Results of Overseas Offices that Conducted Ex-post Evaluation

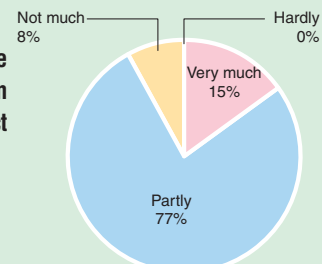
Number of responding offices: 13 offices in 12 countries (rate of response 87%)

Questionnaire survey was performed on overseas offices that had conducted ex-post evaluations on individual projects in fiscal 2003. Responses to the main questions are listed below.

Question 1:
Was a field-based approach reflected in the evaluation?



Question 2:
Is it possible to utilize the feedback of evaluation results for future project implementation?



that suit the character and implementation procedure of each scheme and has made efforts to introduce systematic evaluations. In fiscal 2003, JICA designed basic frameworks of evaluation for the Disaster Relief Program, the JICA Partnership Program, and the Group Training Program; and started the evaluations on a trial basis. With regard to the Volunteer Program, JICA launched evaluations in fiscal 2004.

The new evaluation frameworks and methods that have been introduced into the Disaster Relief Program and Volunteer Program are outlined in the following sections.

1) Disaster Relief Program

The Disaster Relief Program dispatches Japan Disaster Relief Teams in the wake of a large-scale natural disaster or man-made disasters, such as gas explosions, overseas in response to requests from the government of the affected country to the Japanese government. JICA's personnel assistance comprises the following three teams, which are dispatched either solely or in combination, depending on the type of the disaster and request from the affected country.

a. Rescue team

Searches for missing people, rescues victims, provides first aid, and transports victims to safe places

b. Medical team

Provides or assists in medical treatment, and prevents infection and the spread of diseases

c. Expert team

Provides technical guidance on the best way to prevent the spread of the disaster or to prevent an incipient disaster in the wake of the primary disaster

In general, evaluations of disaster relief activities were seldom conducted, even in other donor countries, and thus there was no established evaluation method. When introducing an evaluation system into the Disaster Relief Program, JICA examined evaluation methods, including evaluation criteria, by referring to evaluation criteria regarding multiple disasters adopted by the DAC and experiences taken from ex-post evaluations of disaster relief activities that had been conducted on a trial basis in addition to the DAC's five evaluation criteria. JICA then conducted trial evaluations using the examined evaluation methods to establish evaluation policies and methods. In fiscal 2002, the Japan Disaster Relief Team Evaluation Guidelines: STOP the Pain were compiled for a rescue team and medical team. STOP stands for the initials of the four evaluation criteria: Speed, Target groups, Operation, and Presence. The guidelines were used for the first time in fiscal 2004 to evaluate the operations of rescue and medical teams dispatched to Algeria following an earthquake in May 2003. Evaluations of both rescue and medical teams received favorable results on four STOP evaluation criteria. According to a third-party evaluation based on the results of the hearing survey in the field, those services were rated high.



Search and rescue operation by a Japan Disaster Relief Rescue Team

In addition, JICA compiled evaluation guidelines for expert team activities in a way similar to the two other teams in fiscal 2003. Specifically, JICA conducted trial ex-post evaluations on the operations of the expert teams dispatched to Papua New Guinea after a major volcanic eruption in August 2002 and to Viet Nam to control SARS in March 2003. The Japan Disaster Relief Expert Team Evaluation Guidelines: LOCK the Pain (to lock out the pain of victims of disaster) were developed using the results of these trial evaluations. Taking into account the differences from rescue and medical teams, "lead," "operate," "contribute," and "known" were provided as the four evaluation criteria for expert teams, and LOCK is formed from the initials of these criteria (BOX 7).

2) Volunteer Program

For its Volunteer Program, JICA has evaluated team dispatches of Japan Overseas Cooperation Volunteers (JOCV). In those evaluations, not only were the effects on technical transfer evaluated but also the effects on human resource development for Japanese young people and promotion of mutual understanding, which are important characteristics of the Volunteer Program.

In introducing systematic evaluations into the Volunteer Program, JICA has worked to find the evaluation method best suited to this type of program, referring to its experience in evaluating the team dispatch of JOCV. Based on the results of research conducted in fiscal 2002, "Strategic Reform on JICA Volunteer Program in the 21st Century," JICA specified three important perspectives for evaluation of the Volunteer Program in fiscal 2003. These perspectives are (1) contribution to social and economic development in developing countries, (2) promotion of friendly relations and mutual understanding between Japan and developing countries, and (3) sharing volunteer experiences with society back in Japan (Box 8). Specific indicators using these perspectives and corresponding data collection methods for evaluations were also presented. In addition, a study group for evaluation methods was established to compile specific evaluation procedures in the same



A JOCV providing instruction in car maintenance at an NGO that helps street children

fiscal year. And in fiscal 2004, the guidelines for the evaluation were formulated and evaluations have been conducted on a trial basis.

(3) Reinforcing the Evaluation System and Capacity

Along with the introduction of a consistent evaluation system from the ex-ante to ex-post stage and the expansion of evaluation coverage, both the type and number of evaluations have increased significantly in recent years. On the other hand, in order to implement projects in line with the needs of developing countries, JICA is reinforcing the project implementation system led by overseas offices. Accordingly, the number of evaluations led by overseas offices is on the rise.

In light of the enhancement of evaluation in terms of both quality and quantity and growing initiatives of overseas office, JICA has been working to reinforce its evaluation system and develop the evaluation capacity of those concerned with JICA cooperation.

Box 7 Evaluation of the Disaster Relief Program (The Secretariat of Japan Disaster Relief Team)

Amid recent trends in administrative reform by the government, the Reorganization and Rationalization Plan for Special Public Institutions has required JICA to set objective indicators for evaluation of its Disaster Relief Program, to adopt external evaluations, and to disclose information on these evaluations in easy-to-understand forms to the public.

In response to the above-mentioned plan, the Secretariat of Japan Disaster Relief Team developed evaluation guidelines for rescue and medical teams in March 2003 and for expert teams in March 2004.

<The Japan Disaster Relief Team Evaluation Guidelines: STOP the Pain>

In order to examine evaluation implementation policies and methods, JICA conducted trial ex-post evaluations on three disaster relief teams: a medical team in Mozambique after a flood in March 2000 (evaluated in fiscal 2001), a medical team in Turkey following an earthquake in August 1999 (evaluated in fiscal 2002), and a rescue team in Taiwan following an earthquake in September 1999 (evaluated in fiscal 2002). As a result, the guidelines provided the following four evaluation criteria (STOP) with indicators to measure achievements for each criterion.

(1) Speed: Viewpoint to question whether operations have been carried out promptly, such as preparatory work for leaving Japan following the decision to

dispatch and transportation from the airport of the affected country to the affected area.

(2) Target: Viewpoint to question whether rescue activities accurately responded to the needs of victims.

(3) Operation: Viewpoint to question whether input resources were fully utilized to contribute to the outcomes of activities, including coordinating activity with the local disaster headquarters and safety considerations during operation.

(4) Presence: Viewpoint to question whether activities and outcomes of the team were known to the public of the affected country and Japan, and as well as to other international organizations and aid agencies.

<The Japan Disaster Relief Expert Team Evaluation Guidelines: LOCK the Pain>

In fiscal 2002 and 2003, respectively, JICA conducted trial ex-post evaluations on two expert teams: an expert team dispatched to Papua New Guinea after a volcanic eruption in August 2002, and an expert team to control SARS that was sent to Viet Nam in March 2003. Evaluation implementation policies and methods were examined in the same way as evaluations for rescue and medical teams. As a result, the evaluation guidelines provided the following four evaluation criteria (LOCK) and specified evaluation procedures and methods.

(1) Lead: Viewpoint to question whether an expert team has been promptly dispatched after the decision of dispatch in smooth preparation by the Secretariat of the Japan Disaster Relief Team and the overseas office. Such preparation includes selection of experts, procurement of equipment to be brought, securing of transportation, and establishment of a system to receive experts in the affected country.

(2) Operate: Viewpoint to question whether information on a team's activity, staff, technology, equipment and materials, coordination and cooperation, and safety measures were best suited to the needs of the affected country and project purpose.

(3) Contribute: Viewpoint to question whether advice and guidance provided by the expert team were beneficial to the government of the affected country; how recommendations have been utilized subsequently and whether the provided equipment has been used in line with the original purpose are also examined.

(4) Known: Viewpoint to examine whether the public of the affected country and Japan are aware of the presence and activities of the expert team, the international community is aware of programs of Japan, and publicity was effectively carried out.

1) Introduction of Evaluation Chief System and Training for Evaluation Chiefs

Evaluations of JICA's projects are conducted mainly by the departments involved in project implementation and overseas offices, with support and supervision provided by the Office of Evaluation. In order to reinforce an evaluation system led by the departments involved in project implementation, JICA introduced an evaluation chief system in fiscal 2003. Under the new evaluation chief system, evaluation chiefs are assigned to each division of project implementation department. An evaluation chief is responsible for managing the quality of evaluations and promoting effective feedback of evaluation results to improve project planning and imple-

mentation. This system is aimed at ensuring effective quality management of evaluations and utilization of evaluation results in ways that best suit the actual conditions of each implementation department. A total of 118 evaluation chiefs are currently posted at the headquarters and in overseas offices.

Evaluation chiefs play a core role in controlling evaluation quality and compiling evaluation results. They greatly contribute to gathering information and case studies concerning utilization of the evaluation results in their respective offices, and they also make efforts to share knowledge concerning evaluations.

JICA provided these evaluation chiefs with three training sessions in fiscal 2004. In addition to the framework and

Box 8

Evaluation of Volunteer Program

(The Secretariat of Japan Overseas Cooperation Volunteers)

There have been no systematic evaluations for the Volunteer Program, including Japan Overseas Cooperation Volunteers (JOCV), and the Reorganization and Rationalization Plan for Special Public Institutions of the Japanese government has urged JICA to set objective indicators for evaluation of the program and adopt external evaluations. In response, the Secretariat of JOCV established a taskforce for program evaluation. After defining characteristics of the Volunteer Program, JICA compiled as a Report on the Study of JICA's Evaluation Methods for Volunteer Program and is scheduled to introduce evaluations in fiscal 2005.

<Characteristics of Volunteer Program>

The Volunteer Program is different from other Technical Cooperation Programs in two aspects. First, since this program is based on public participation, the volunteer activities of the public, who are the main players in the program, need to respond to the needs of developing countries. Second, the purpose of the program is specified as not only contributing to social and economic development and reconstruction in developing countries, but also promoting friendly relations and mutual understanding between Japan and developing countries and sharing volunteer experiences with society.

<Viewpoints of Evaluation>

Based on the characteristics of the Volunteer Program mentioned above, the following evaluation criteria and indicators are applied to each purpose.

(1) Contribution to social and economic development and reconstruction in developing countries:

Evaluation is made from two viewpoints. The first is to evaluate whether the dispatch of volunteers (all volunteers dispatched continuously in one project are one target subjected to evaluation) is consistent with the needs of the developing country (Relevance). Whether the actual dispatch corresponds to the strategies such as JICA Country Program is one of the indicators for consistency with the needs. The second is to evaluate whether any outcomes were generated in the partner country or beneficiaries by the dispatch of volunteers (Effectiveness, Sustainability, and Impact). Whether volunteers have achieved the goals agreed upon with the recipient organizations, instead of outcomes initially requested by the partner country, in light of the above-mentioned characteristics of the program, is an indicator for outcomes; that is, accumulation of achievements of all volunteers dispatched continuously for one project.

(2) Promotion of friendly relations and mutual understanding between Japan and developing countries:

This criterion is examined from two viewpoints to see how much the understanding of the partner country about Japan has deepened and vice versa. They are two sides of the same coin. The level of recognition of volunteers and Japan by recipient organizations and in the activity area is an indicator for measuring the understanding of the partner country. Enhancement in understanding about the partner country

and the level of transmission of information to Japan from the volunteers' side are indicators for measuring Japan's understanding. Since it is difficult to perform quantitative evaluations, case studies on good practices are employed.

(3) Sharing of volunteer experiences with society

This is examined from the viewpoint of evaluating how experiences of volunteers are shared with the Japanese and international community after they return to Japan. There are two indicators: the level of direct sharing by volunteers (the record of experience-sharing activities such as holding seminars and briefing sessions and the satisfaction rate of participants) and the level of indirect sharing (the level of participation and contribution to civil society organizations such as NGOs and international organizations).

<Method of Evaluation>

Questionnaire surveys will be used as a method of evaluation. Recipient organizations, overseas offices, beneficiaries, and dispatched volunteers, and repatriated volunteers in Japan are the target of the annual survey. In addition, a questionnaire survey targeting the Japanese public will be conducted once in every three years. Analysis of reports from volunteers, the related documents and data, and case studies based on interviews will be combined with the questionnaire surveys to compile evaluation results every year. Furthermore, a comprehensive project evaluation report will be made every three years in parallel with the period of the Mid-term Plan.



Training evaluation chiefs who aim to acquire practical knowledge of quality control for project evaluation in case study exercises

methods of evaluation, they learned, through case studies, skills to perform appropriate evaluations and effective project management using evaluation results.

2) Reinforcing the Evaluation Capacity for Greater Initiative of Overseas Offices

The role of overseas offices has been expanding in implementing effective cooperation that precisely responds to the needs of developing countries. Most evaluations conducted by overseas offices were previously terminal evaluations on overseas training. As the role of overseas offices has expanded, the number of evaluations conducted by overseas offices has been increasing.

JICA has been working on evaluation capacity development in order to implement effective projects using the results of high quality evaluations. As mentioned above, along with a rapid increase in the number of evaluations conducted by overseas office, there is a need to develop the evaluation capacity of overseas offices. Thus, JICA has been making various efforts in reinforcing its system.

In terms of a system, as already mentioned, evaluation chiefs who supervise the quality of evaluation and promote feedback of evaluation results were placed in all overseas offices in fiscal 2003. Since fiscal 2004 training for evaluation chiefs has been provided targeting those from overseas offices with greater need. Especially when overseas offices take the initiatives in performing evaluations, evaluation chiefs play a central role in improving the quality of evaluation while keeping in close contact with the Office of Evaluation.

In order to improve the evaluation capacity of the local staff of overseas offices, JICA set out to offer a distance training program using a teleconference system in fiscal 2003. Curriculum and teaching materials were developed jointly with the World Bank Institute (WBI). The training program has been broadcast, linking Japan, the U.S., and the countries participating in these training programs. In the initial year, training courses were held for overseas offices in Indonesia, the Philippines, Thailand, Malaysia, and Viet Nam with participation from many officials concerned in developing coun-

tries, including the Thailand International Development Cooperation Agency, the Ministry of Foreign Affairs and Foreign Economic Relations Department, and the Ministry of Planning and Investment in Viet Nam (Box 9).

In addition to such training programs, evaluation guidelines and manuals for overseas offices have been developed. Project Evaluation Guidelines (revised in February 2004) and guidelines for ex-post evaluations on individual projects have been translated into English and other languages.

3) Strengthening Evaluation Capacity of Stakeholders in Japan and Overseas

JICA has been making various efforts to strengthen the evaluation capacity of a broad range of personnel involved in the evaluation of JICA projects, including not only JICA staff members, but also experts, consultants, and concerned officials in developing countries.

In fiscal 2001, JICA started the Monitoring and Evaluation Training Program as part of pre-dispatch training for experts. This program is a week-long practical training course designed to help these experts understand the concept and methods of JICA's monitoring and evaluation. In fiscal 2003, about 320 experts participated in the program.

Upgrading the capacities of consultants involved in evaluation is essential for the quality of evaluation. In order to contribute to the development of human resources for evaluation, JICA collaborates with external training institutions, offers advice about the curriculum of evaluation training programs for consultants, and dispatches lecturers to these programs.

Since enhancement of evaluation capacity is critical for the implementation of effective and efficient cooperation, JICA supports improvement of the evaluation capacity of parties concerned in partner countries. JICA has held the ODA Evaluation Seminar, a group training program designed for officials of governmental departments in charge of evaluation in partner countries, in collaboration with the Japan Bank for International Cooperation (JBIC) since fiscal 2001. In fiscal 2003, JICA first held a distance training program on evaluation of Technical Cooperation Projects jointly with the World Bank Institution (WBI). JICA launched in fiscal 2004 a



Materials for distance training displayed on JICA's website

group training project, called the Forum on Institutionalization of Evaluation System that targets manager-level officials in ministries related to policy-making. The purpose of this training is to expand distance training and strengthen the capacity of developing countries to evaluate projects on policy development.

While offering these training programs on the one hand, JICA has developed teaching materials and documents on the other. Evaluation Guidelines are posted on JICA’s website, and materials for distance training are made available on CD-ROMs and the website.

Box 9 Comments by Participants of JICA-WBI Joint Distance Learning Course

The following is a comment from a participant, Ms. Dau Hoa Yen from Foreign Economic Relations Department, Ministry of Planning and Investment in Viet Nam.

Dau Hoa Yen,
Viet Nam Ministry of
Planning and Investment



As a member of the Vietnamese team that took part in the JICA-WBI Joint Distant Learning Course on Evaluation, “Management-focused on Monitoring and Evaluation,” which was held in February 2004, I would like to thank JICA Headquarters and the World Bank Institute for the successful course.

The course gave us a better understanding of M&E concepts, M&E application in project implementation, as well as JICA’s monitoring and evaluation proce-

dures. This knowledge not only helps me perform my job better, but also encourages me to study more on M&E.

The joint lecture method and the active contribution of participants from different countries really created an open forum for participants to discuss and share their experience, common problems, and lessons learned. I myself found case studies in this training course interesting and useful. Those specific and practical exercises effectively supported the lessons. I hope in the next training courses, there will be more useful exercises on some specific topics that were limited because of time, for example, the result reports step of an

evaluation.

Because it is a distance learning course, participants may not have the chance to discuss matters with participants from other countries. However, the distance communication rules encouraged participants to work actively and effectively in their group. On this occasion, I would like to thank the participants of JICA Viet Nam Office for their close coordination with other Vietnamese participants for the success of the course. For the sustainability of the course, I hope that JICA and WBI will keep in touch with all ex-participants and provide us with necessary information of M&E updates.

Here is a comment from another participant, Ms. Vitida Sivakua from Thailand International Development Cooperation Agency, Ministry of Foreign Affairs in Thailand.

Vitida Sivakua,
Thailand Ministry of
Foreign Affairs



I had the good fortune of participating in Management-focused Monitoring and Evaluation organized by JICA and World Bank in February 2004. Having worked in development cooperation with the Japanese government for more than five years, I was used to and had been applying the Japanese monitoring and evaluation system to the projects under my authority. In fact, I attended this sort of training organized by the Japanese government from time to time. In this regard, the aforementioned training was an update as well as a chance to re-strengthen my knowledge and skill for better understanding and to learn new case studies involving the monitoring

and evaluation process in Japanese development cooperation projects. In my point of view, the Japanese process is one of the best because it is clear and systematic and has been seriously implemented in all development projects carried out by the Japanese government.

It is a fact that the monitoring and evaluation process is an important part of every project as it helps measure success and sustainability of the projects. It can be a tool for people in the development cooperation field to check the achievement of the projects against their objectives. With this process, stakeholders of the projects can learn what has been done, what is still missing, and what should be done in the future. Among the other things, the monitoring and evaluation can, finally, provide us with suggestions and lessons learned

for our upcoming projects.

Besides the essence I have earned from the training, I enjoyed and was very excited with the atmosphere of the recent training because I had never attended such training conducted through real-time interactive teleconference. During the training, participants from many countries were allowed to exchange views and ideas without traveling over boundaries. In my opinion, the Japanese government has always showed and proved that it is a leader of technology, not only as an innovator but also by utilizing it everyday. I hope that the Japanese government will organize similar training programs once again in Bangkok as I would like my colleagues and friends to have the chance to learn and share valuable knowledge from the Japanese side.

4) Establishing “JICA Good Practice Evaluation Award”

Learning from the lessons of the past and improving cooperation projects are of vital importance for the implementation of effective cooperation. In order to promote utilization of evaluation results, in fiscal 2004 JICA Good Practice Evaluation Award was started to share good practices within the organization by selecting model cases of good evaluation results and good feedback exercises of evaluation results. Specifically, JICA selects and awards excellent and high quality evaluations and good examples of feedback of evaluation results as part of its effort to improve the organization. The aim is to share knowledge and provoke stimulation within the organization to improve quality of evaluation and promote feedback exercises in the future (Chapter 1, Part 3 for details).

(4) Developing and Improving Evaluation Methods

In order to strengthen project evaluation in terms of both quality and quantity, JICA has undertaken to upgrade the evaluation system and capacity. In addition, JICA has worked on guidelines as a tool of evaluation, and developed and improved evaluation methods to facilitate effective and appropriate implementation of evaluation (see Box 10 for an example). In particular, various guidelines have been translated into English or other languages when necessary, in light of strengthening the functions of overseas offices.

1) Revision of JICA Evaluation Guidelines and Publication

In fiscal 2001, JICA published “Practical Evaluation Methods: JICA Evaluation Guidelines,” which described the guidelines and framework of JICA evaluation in a systematic way. Since then, along with accelerated efforts in expanding and enhancing JICA evaluations, a consistent evaluation system from the ex-ante stage to the ex-post stage has been intro-

Figure 1-5 The Contents of JICA Guideline for Project Evaluation

[Major Contents]

Part I: JICA's Project Evaluation

Chapter 1

Outline of JICA's Project Evaluation

Chapter 2

Frameworks and Basic Steps of JICA's Project Evaluation

Part II: JICA's Evaluation Methods

Chapter 1

Confirming Evaluation Purposes and Organizing Information on Target Project

Chapter 2

Planning Project Evaluation

Chapter 3

Interpreting Data and Reporting Evaluation Results

Part III: Management of Project Evaluations

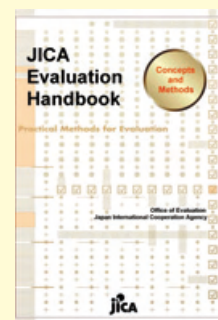
Chapter 1

Issues in Managing Evaluations

Chapter 2

Issues in Ex-ante and Ex-post Evaluation

Frequently Asked Questions Regarding JICA's Project Evaluation



duced and an evaluation methodology was developed. Incorporating these changes, in fiscal 2003, JICA published the revised guidelines under the title “JICA Guideline for Project Evaluation: Practical Methodes for Project Evaluation” (Figure 1-5).

The revised guidelines reflected recommendations of the third party review that was conducted by the Advisory Committee on Evaluation in fiscal 2003. Using two key phrases, “a consistent viewpoint from the ex-ante to ex-post stage” and “guidelines easy to understand and use,” it includes check lists, exemplary cases, and FAQ sections, all of which can be employed at each stage of project management. It explains the consistent flow of JICA project evaluation and describes three frameworks of evaluation, namely “validation of facts,” “value judgment,” and “reporting,” and three viewpoints, namely “performance,” “process,” and “causal relation.”

Box 10 Examination of Methods for Country-program Evaluation

Since the late 1990s, major aid agencies have introduced country-program evaluations because they recognized the importance of country-level management and evaluations of projects for effective cooperation. In addition to reinforcement of a country-specific approach, JICA also introduced country-specific evaluation in fiscal 1998, and had implemented it in seven countries by fiscal 2004. They are called country-program evaluations, which comprehensively evaluate JICA's cooperation achievement in specific countries with the

aim of extracting recommendations and lessons to improve JICA Country Programs and cooperation projects.

However, it is difficult to verify to what extent assistance from a specific donor has been attributed to the outcomes in the target country. A methodology for country-program evaluations has not yet been properly established in this regard, and discussions are continuing in forums such as OECD/DAC.

Evaluations based on the concept of contribution are becoming common these

days. The concept of contribution explains the trend of aid coordination. This concept refers to how much contribution has been made by a donor to development effects achieved by collaboration between a developing country and various donors.

JICA is further reinforcing its country-specific approach, considering the new international movement in country-program evaluations, and is examining methodologies for effective country-program evaluations that are useful to verify country-specific cooperation effects.



A series of “Synthesis Study of Evaluations”

Because evaluations are conducted to answer questions, a concept of evaluation questions is introduced.

The revised guidelines were translated into English and Spanish and then distributed and posted on the website in fiscal 2004. JICA thus makes efforts to assist the local staff of overseas offices and administrators in charge of evaluation in developing countries to perform appropriate project evaluations, referring to the guidelines.

2) Development of the Ex-post Evaluation Guidelines

Overseas offices started to carry out ex-post evaluation on individual projects in fiscal 2002. Based on the experiences accumulated over the last two years, the Ex-post Evaluation Guidelines were revised in May 2004. An English version was prepared at the time of revision, and distributed to all overseas offices.

The revised guidelines describe the improved procedures to facilitate the overseas offices in conducting evaluations with the partner country, and include samples on how to fill out summary sheets of evaluation results. The revised guidelines also explain methods of the third party review by external experts in developing countries which started as part of their efforts in expanding external evaluation in fiscal 2003.

3) Introduction of Synthesis Study of Evaluations

To ensure effective utilization and feedback of evaluation results, JICA conducted a fact-finding survey on the feedback exercises of evaluation results within JICA in fiscal 2001 and then compiled a report titled, “Feedback of Evaluation—Feedback as a Learning Process.” One of the factors that impeded effective utilization of evaluation results was the fact that lessons learned from individual projects were not sufficiently conceptualized and generalized for application in other cases. Based on this finding, JICA introduced Synthesis Study

of Evaluations through the meta-evaluation* method.

This is a new evaluation introduced in fiscal 2001. The synthesis study examined the evaluation results of several projects with a specific theme or in one sub-sector. Tendencies and problems common to projects as well as good practices that are identified through comparisons are then reanalyzed to produce generalized lessons that can be easily fed back.

In order to promote feedback in planning of similar projects in the future, JICA has developed the synthesis study since fiscal 2002 by focusing more on the effectiveness that lead to the achievement of a project’s purpose. Taking into account the reflection of evaluation results in thematic guidelines, the target fields of a synthesis study cover the priority issues for which the thematic task team has been organized. In fiscal 2003, primary and secondary education/science and mathematics, and information technology were taken up as themes for the study. The results of these synthesis studies are summarized in Part 3: Thematic Evaluation.

4) Developing Secondary Evaluation Methods

There are two aspects of project evaluation: it is a tool to manage a project and a means to ensure accountability to the public. JICA evaluations from the ex-ante stage to the terminal stage are conducted by internal evaluators who have extensive knowledge about the projects. It is pointed out that neutrality and objectivity of these internal evaluations are prone to be impaired. In response, JICA conducts evaluations of the evaluations by external experts, in order to ensure transparency and verify the quality of internal evaluations. These evaluations are referred to as secondary evaluations or meta-evaluations.

JICA launched its first secondary evaluation by targeting terminal evaluations carried out in fiscal 2001 by the Advisory Committee on Evaluation in fiscal 2002 and 2003, and provided results in the Annual Evaluation Report 2003. Also, the Evaluation Guidelines were revised by incorporating the results of the secondary evaluation in order to upgrade the quality of evaluations. A systematic secondary evaluation method, including check sheets to verify the quality of evaluation, was developed in cooperation with external experts in fiscal 2004. The check sheet will be used in upgrading the quality of primary evaluations, as well as in future secondary evaluations.

5) Collaboration with NGOs: Development of Evaluation Methods for JICA Partnership Program

JICA is actively promoting collaboration with NGOs. This is an approach to implement cooperation that directly

* Meta-evaluation, which is analysis based on existing evaluation results, is itself a utilization of evaluation results. By providing an analysis of the results of more than one evaluation, it can help ensure better understanding of problems and issues concerning projects from a broader perspective and extract important concepts and general theories from evaluation results. This means that meta-evaluation has the advantage of making it possible to extract lessons that are easier to use for improvements in project planning and implementation.

reaches people in developing countries, and aims to promote public participation in ODA as well. The NGO-JICA Evaluation Subcommittee, consisting of members of NGOs and JICA, was set up in 2001 under the NGO-JICA Committee (established in 1998). The subcommittee's mission is to share information and knowledge between NGOs and JICA through joint evaluations, offer opportunities for the two sides to learn from each other, and draw lessons and recommendations to effectively plan, implement, and evaluate projects conducted jointly or independently (Box 11).

In fiscal 2003, the subcommittee examined evaluation methods of grassroots cooperation (hereinafter referred to as JICA Partnership Program) that directly reaches local communities. This type of cooperation had not previously been evaluated in a systematic fashion. Specifically, the subcommittee analyzed and evaluated the JICA Partnership Program (projects by NGOs based on their proposals) in a cross-cutting manner among NGO-JICA Collaboration Programs and proposed evaluation methods for grassroots projects in particular (Thematic Evaluation "NGO-JICA Collaboration Program").

The evaluation results have revealed that the characteristics of grassroots projects, such as perspectives of beneficiaries, need to be considered for the five evaluation criteria, "relevance," "effectiveness," "efficiency," "impact," and "sustainability." In addition to the five evaluation criteria, three other common important viewpoints are presented when evaluating grassroots projects: "community participation/empowerment," "gender/social considerations," and "effects from collaboration between NGOs and JICA" (see Chapter 6, Part 3 for details).

(5) Promoting Evaluation by Third Parties

JICA promotes external experts' participation in its evaluation not only to increase objectivity and transparency, but also to improve the quality of evaluation through use of their expertise. Evaluation by external experts (primary evaluation) has been actively adopted in the ex-post evaluation. Since ex-post evaluation mainly focuses on learning and accountability, external evaluation is particularly useful for drawing lessons based on their expertise and ensuring accountability.

JICA also performs secondary evaluation using external experts to assess internal evaluations conducted by JICA in order to ensure objectivity. In order to increase objectivity of the project evaluation and to improve the evaluation system, JICA set up an Advisory Committee on Evaluation in fiscal 2002. In addition, secondary evaluation is also performed by external experts in developing countries to assess ex-post evaluations conducted by JICA overseas offices.

In addition, JICA makes efforts to gain expert knowledge and increase transparency by having external experts in the target sectors or issues participate in country-program evalu-

ation and thematic evaluation as evaluation advisors. Several external advisors have been appointed to take part in all the country-program and thematic evaluations since fiscal 2003.

As part of these efforts to promote evaluation by third parties, JICA is building partnerships with universities and research institutions, academic societies, the private sector, and NGOs at home and overseas.

1) Implementing Evaluations by Third Party Experts (Primary Evaluation)

JICA has worked to improve objectivity of evaluation by seeking the participation of academics in its evaluation studies. Since fiscal 1999, JICA has commissioned external organizations with expertise in particular target areas to conduct comprehensive evaluation studies. In fiscal 2002, JICA contracted out country-program evaluations that targeted Honduras, Panama, Sri Lanka, and Senegal and a thematic evaluation on "JICA's Cooperation on Water and Poverty in Africa" to private consulting companies. In the same fiscal year, JICA commissioned the Japan Society for International Development to conduct a thematic evaluation on the "Environmental Center Approach."

At the project level, JICA has commissioned external evaluators to compile evaluation reports mainly on ex-post evaluations that emphasize accountability. Specifically, local consultants of a target country have been commissioned to conduct evaluation studies for some of ex-post evaluations on individual projects managed by overseas offices. In such cases, local personnel perform evaluations including value judgment.

2) Secondary Evaluation by Third Party Experts

a. Establishment of the Advisory Committee on Evaluation and Introduction of Secondary Evaluations

In fiscal 2002, JICA established the Advisory Committee on Evaluation, which included external experts from universities, NGOs, and international organizations. The objective is to conduct evaluations with improved evaluation methods and discuss ways to improve projects. The committee has provided JICA with a broad range of recommendations and proposals to enhance evaluation systems, evaluate new themes, and improve methods for disclosing evaluation results (Table 1-3).

Specifically, in fiscal 2003, the Advisory Committee on Evaluation evaluated the results of terminal evaluations on 40 Project-type Technical Cooperation Projects* that had been implemented in fiscal 2001. This was the process of verifying JICA's internal evaluation results. The evaluation identified issues and proposals on future tasks concerning planning and management of projects, implementation methods and reporting of evaluation, and evaluation systems (see Part 3 of

* They are now called Technical Cooperation Projects.

Box 11 The NGO-JICA Evaluation Subcommittee: Members' Comments

Makoto Nagahata,
Community-based
Research and Action for
Local Governance
(REAL)



The NGO-JICA Evaluation Subcommittee started its activities in fiscal 2001. In fiscal 2003, new middle-management staff of NGOs with field experience joined the subcommittee. We conducted document reviews and field studies on nine Partnership Programs to examine the ideal evaluation system for social development projects. The tasks turned out to be challenging benchmarks. A thematic evaluation

report titled NGO-JICA Collaboration Program, which is the outcome of the evaluation, describes in detail some points of consideration when applying the five DAC evaluation criteria to grassroots projects, evaluation methods of important criteria (community participation, empowerment, etc.), and others. The report also emphasizes the process of formulation and implementation of projects, which reflects use of distinctive experiences and views of NGOs.

It provides valuable insights that are applicable to NGOs' independent projects and JICA's other social development projects, not limited to NGO-JICA collaboration projects. We hope this will be used in

various ways in the future. However, we have not been able to fully examine the NGO-JICA collaboration projects, for example, as to how to link the micro view of grassroots activities with the macro view of development policies of a region or country. In addition, evaluation methods to assess how the general public has participated in the projects through NGOs have yet to be fully examined. Common recognition between JICA and NGOs will need to be made to answer questions as to what view we should take when evaluating NGO-JICA collaboration in the future and what the collaboration is intended for.

Miyuki Aoki,
Services for the Health in
Asian and African Regions
(SHARE)



Evaluation allows us to clarify issues in projects, modify activity plans, and reflect lessons learned on new projects. At the same time, in reality, evaluation itself becomes a burden on NGOs with chronic shortages of staff, time, and funds. NGOs that carry out mainly grassroots activities face issues while conducting evaluation. For example, it is difficult to quantify outcomes since activities focus on the process and there is little (if any) accumulation of evalu-

ation methods, etc.

The NGO-JICA Evaluation Subcommittee has attempted to extract viewpoints to evaluate grassroots projects, which may be of value to NGOs with these issues and help those who are engaged in ODA activities to understand what views are important when conducting grassroots projects, even if only slightly. In terms of practical activities, we conducted field surveys based on JICA's evaluation methods, and have exerted effort to shed light on evaluation views to bring out independence, superiority, and characteristics of NGOs that specialize in grassroots activities. I myself participated in the evaluation as a member of the subcommit-

tee and was fortunate to learn about various views through actual project evaluations.

This report still has room for improvement and the area can be further developed. I hope that the sharing of experiences using this report as a springboard will lead to the creation of a full-fledged book of practical evaluation. I would like to further deepen my knowledge as a member of the Evaluation Subcommittee with a challenging theme in mind on how to change the stiff image of evaluation activities to one that is more enjoyable and which provides a learning process and improves the motivation of those who are engaged in evaluation.

Hiroshi Tanaka,
The Institute for Himalayan
Conservation



**Is the NGO-JICA Evaluation
Subcommittee a Place for
Trial and Error of Collaboration?**

When I was asked to join the subcommittee, I thought their mission was to evaluate JICA projects, since I was interested, as a citizen of Japan, in the way ODA was being implemented. After hearing an explanation about the objectives, I finally realized the purpose was to examine the evaluation methods of grassroots projects through the evaluation of JICA Partnership Programs in which NGOs and JICA collaborate. Since I had experienced, through

NGO activities, the difficulty of evaluating our activities, so-called process-oriented projects, it was my pleasure to accept the offer in that way.

I had dedicated my career in international cooperation to NGO activities; I was completely unfamiliar with the subtle perception or terminology that generally prevailed in JICA. Therefore, my irrelevant remarks might have occasionally caused some confusion. Thanks to the great assistance I received from other members from JICA and other NGOs, I have gained understanding gradually, and at the same time, JICA's staff seemed to have deepened their understanding of NGOs. I feel relieved that I have more or less fulfilled my responsibility as a subcommittee member.

Through activities such as field studies

of the JICA Partnership Program, I have gained a lot of wisdom from various people. I have become cognizant of the many strengths and weaknesses of NGO projects that I had not previously noticed. I have seen the possibility of utilizing NGO's strengths through better collaboration between JICA and NGOs. Japanese NGOs will further grow, and collaboration with JICA and grassroots projects of JICA itself will also expand significantly in the future. Though it may sound self-serving, I now foresee that sharing and developing this experience will be an impetus to improve Japan's development cooperation.

If possible, I would like to participate in the evaluation of JICA projects from an NGO point of view, which was my initial aspiration.

Table 1-3 Members of the Advisory Committee on Evaluation

Chairperson:

Hiromitsu MUTA:

Professor, Director of the Center for Research and Development of Educational Technology, Tokyo Institute of Technology

Committee Members:

Atsuko AOYAMA:

Professor, Department of International Health, School of Medicine, Nagoya University

Kiyoko IKEGAMI:

Director, UNFPA Tokyo Office

Akira KAWAGUCHI:

Manager, Asia and Oceania Group, International Economic Affairs Bureau, Japan Business Federation

Michiya KUMAOKA:

President, Japan International Volunteer Center (JVC)

Tsuneo SUGISHITA:

Professor, College of Humanities, Ibaraki University

Masafumi NAGAO:

Professor, Center for the Study of International Cooperation in Education, Hiroshima University

Shunichi FURUKAWA:

Professor, Institute of Policy and Planning Sciences, University of Tsukuba

Koichi MIYOSHI:

Professor, Graduate School of Asia Pacific Studies, Ritsumeikan Asia Pacific University

(As of March 2005)

Advisory Committee on Evaluation in fiscal 2003 show that secondary evaluation is effective in improving objectivity and transparency of evaluation. Accordingly, JICA has promoted the introduction of secondary evaluation by external experts into country-program evaluation and thematic evaluation. The results of these third party evaluations have been included in reports as external experts' review along with the results of primary evaluations. So far, reviews are made for the Country-Program Evaluation for Senegal, the Thematic Evaluations on Agriculture and Rural Development, on Science and Mathematics Education Projects, on Information Technology, and on the Poverty Reduction/Community Development.

Furthermore, secondary evaluation by external experts (reviews by external experts) has been gradually introduced into ex-post evaluations on individual projects carried out by overseas offices since fiscal 2003. Experts such as university professors and researchers from the target countries provide comments on evaluations carried out by overseas offices as third party experts (Box 12). Secondary evaluation by external experts in developing countries is effective in terms of improving initiative and ensuring accountability for the people of

Annual Evaluation Report 2003 for details).

Taking these recommendations into account, JICA has made various efforts to improve the quality of project evaluation and utilize evaluation results. In fiscal 2004 JICA continued secondary evaluations by external experts (see (4) 4) of this section for development of the method of secondary evaluation), to secure objectivity of evaluation and improve quality. The summary and results of this secondary evaluation are available in Chapter 1, Part 4 of the Report (page 165).

b. Third Party Review by External Experts

The results of secondary evaluation conducted by the



The Advisory Committee on Evaluation

Box 12

Outline of Third Party Experts' Secondary Evaluation (Review by External Experts) on Ex-post Evaluation Report

Ronaldo Eno Dietze,
Senator of Paraguay



I would like to comment on the ex-post evaluation report on the Rural Development Project in the Region South of Pilar in the Republic of Paraguay based on my knowledge and experience.

1. In this evaluation, local consultants conducted a questionnaire survey with various respondents, group interviews, and

workshops, and I believe they were appropriate to the point and in line with basic concepts.

2. The results of the ex-post evaluation clarified strengths and weaknesses of the project and at the same time encouraged increased sustainability of the project at the initiative of Paraguay. The evaluation made it clear that it is particularly necessary to continue activities including management and maintenance of equipment in cooperation

between the community and concerned organizations, and that decentralization is essential to this end.

3. The ex-post evaluation report provides results from an objective perspective based on detailed studies. It is important to use the recommendations made in the report to increase sustainability of the project.

4. We, the Paraguay side, must thank the Japanese government for implementing such excellent technical cooperation.

developing countries (Box 13).

For the thematic evaluation in infectious diseases in Africa, which was launched in fiscal 2004, the African Evaluation Association and governmental officers have participated in primary evaluation as a third party (Box 14), and third party review on evaluation results by a relevant international organization is scheduled.

(6) Enhancing Disclosure of Evaluation Results

Timely and sound disclosure of reliable evaluation is an essential part of JICA’s effort to ensure accountability. JICA discloses its evaluation results by issuing Annual Evaluation Reports and other publications as well as securing space for evaluation on its website. For country-program and thematic evaluations, JICA holds open seminars for the public at the point when major evaluation results are obtained, disseminates information about these evaluation results, and encourages opinions from participants.

1) Timely Disclosure of Evaluation Results through JICA’s Website

JICA used to include summaries of the results of all evaluations conducted in each fiscal year in its Annual Evaluation Reports. Taking advantage of the effectiveness of the Internet as an information media, JICA started posting not only the Annual Evaluation Reports but also reports on country-program evaluations and thematic evaluations on its website in fiscal 1999.

The summaries of evaluation results on individual projects used to be posted on its website as part of the Annual Evaluation Report. However, the Advisory Committee on Evaluation pointed out that the disclosure of evaluation summaries had to be more timely. In response, in fiscal 2003 JICA

started posting summaries of the evaluation results on its website swiftly after the evaluation studies are completed.

Accordingly, the contents of the JICA website has been enriched, and it currently includes the following information: (1) an English version of the Project Evaluation Guidelines containing JICA’s evaluation framework and methods, (2) a summary of evaluation results of terminal evaluation and ex-post evaluation, (3) evaluation-related literature such as Annual Evaluation Report, training textbooks used in JICA-WBI Joint Distance Learning Course, etc.

The publication of the Annual Evaluation Report is, on the other hand, in its nature, a disadvantage in terms of speed. Other issues regarding the report may include “the message of the Report is unclear” and “the Report needed to be more focused to be useful as a tool for communicating with the public.”

To address these problems, JICA started posing individual evaluation results on its website in fiscal 2003. In the same fiscal year, JICA renewed its editorial policy for the Annual Evaluation Report in response to the advice of the Advisory Committee on Evaluation. Specifically, JICA aims to present the Report under an editorial policy that places emphasis on comprehensive and cross-cutting analysis of individual evaluation results, compiling the Report with clear messages, and using expressions that are easy to read and understand for general readers.

2) Holding Evaluation Seminars

In order to assess country-program evaluation and thematic evaluation comprehensively and in a cross-cutting manner, JICA has held evaluation seminars for the general public to report on the results of such evaluation results and receive opinions on evaluation results since fiscal 2001.

Box 13 Utilization of Secondary Evaluation Viewpoints of Overseas Office

**Hiroyuki Takeda, Evaluation Chief,
JICA Paraguay Office**

Results-oriented approach in implementing projects has been the object of attention in recent years, and consequently, upgrading and expanding evaluation in overseas offices has been called for.

Under such circumstances, the JICA Paraguay Office asked Senator Ronaldo Eno Dietze to participate as an external expert in the ex-post evaluation of a Technical Cooperation Project, the Rural Development Project in the Region South of Pilar in the Republic of Paraguay, in the last fiscal year. Though Senator Eno Dietze

is currently the chairman of the Environment Committee of the Paraguayan Parliament, he held the posts of Secretary of Planning Department of the Ministry of Agriculture and Vice Agriculture Minister in the past, and he has abundant experience in agricultural and community development in Paraguay.

The involvement of the senator was the idea of a staff member of the office and it was the first attempt of this kind. The involvement of the senator turned out to be a great success in promoting understanding of a broad range of stakeholders in Paraguay about JICA and our activities and securing accountability to the people

of Paraguay in view of his political power and influence.

JICA currently makes efforts in various reforms toward the full-fledged initiative of overseas offices. Many cooperation projects have been carried out in Paraguay thus far, achieving certain outcomes, on the one hand; however, it has been said that sustainability after termination of cooperation is still an issue. Therefore, the ex-post evaluation following the termination of a project is critical. JICA Paraguay Office will make efforts in implementing more effective cooperation through the use of ex-post evaluation results, while making most of cooperation outcomes.

In fiscal 2004, JICA held six seminars including Synthesis Study of Evaluation in Science and Mathematics Education Projects, NGO-JICA Collaboration Program, Poverty Reduction/Community Development, the Synthesis Study of Evaluation in Information Technology (IT)-related Human Resources Development and the Utilization of IT in Various Fields, Synthesis Study of Evaluation in Agriculture and Rural Development, and Gender Evaluation of Participatory Community Development. About 580 participants, including those from development assistance organizations, researchers at universities and research institutions, consultants, and NGO members, attended the seminars and exchanged ideas on various topics.

JICA also organizes seminars to feed back comprehensive and cross-cutting evaluation results to the stakeholders in developing countries. In fiscal 2003, JICA and the Japan Society for International Development jointly held feedback seminars on the thematic evaluation of Environment—the



Evaluation seminar opens to the public.

Environmental Center Approach: Development and Social Capacity for Environmental Management in Developing Countries in Indonesia (Jakarta), Thailand (Bangkok), and China (Beijing).

Box

14

The African Evaluation Association and Collaboration with JICA

Zenda Ofir,
Chairperson of the African
Evaluation Association



The African Evaluation Association

The African Evaluation Association (AfrEA) was established in Nairobi in 1999 to promote and strengthen evaluation in Africa. It is an umbrella organization for national evaluation associations and networks, as well as a resource and support for individuals in African countries where such organizations do not exist. It is managed by an Executive Committee and advised by the leaders of national evaluation associations and networks.

During the past few years there has been an important shift in Africa to country-led development. It has therefore become imperative to develop and use local monitoring and evaluation expertise rather than depending on international evaluators who often do not understand local issues and contexts. AfrEA has thus become a critical organization in efforts to build evaluation capacity on the continent.

AfrEA encourages sound monitoring and evaluation theory and practice rooted in African knowledge and experience, yet in line with international principles and stan-

dards. It works to promote monitoring and evaluation as useful and valuable instruments for African development that help to improve people's quality of life as well as the performance of key organizations and institutions. A major focus is the support of regional, national, and local efforts that encourage transparency, accountability, and efficiency in government performance. It also helps to establish and develop national African evaluation associations and networks as well as evaluation specialist groups in specific areas, so that the strength of shared knowledge can be used to build capacity across the continent.

Collaboration with JICA

AfrEA works with donors, multi- and bilateral agencies, governments, the private sector, and NGOs that are committed to developing African monitoring and evaluation expertise, as well as to debating and shaping the way in which monitoring and evaluation should be conducted to benefit all stakeholders. One of these collaborative efforts included working with JICA.

JICA implements cooperation projects in education in South Africa. My collaboration with JICA started when I joined the evaluation activities of these projects. Close exchange with the Office of Evaluation has

continued ever since. The Office of Evaluation conducted a thematic evaluation in infectious diseases in Africa in fiscal 2004. When African external experts participated in this evaluation, a network of the AfrEA was used in the collaboration work. When evaluating JICA's cooperation in Africa, JICA requested that we recommend appropriate human resources who would participate in evaluation as third party experts from the partner countries. In response, we contacted the Evaluation Associations of target countries, Zambia and Ghana, and were referred to appropriate and competent evaluators to evaluate international cooperation. We, as African evaluators, greatly welcome JICA's intention to incorporate African viewpoints into evaluation and to conduct evaluation that ensures accountability to the people of the target countries. We, members of the AfrEA, are proud of having become part of the activity.

While keeping close contact with JICA, I would like to collaborate in JICA's evaluations in Africa, using our network. JICA emphasizes the development of evaluation capacity of developing countries; we would also like to develop our relationship since the AfrEA places importance on this issue.

Chapter 3 Improving Projects Using Evaluation Results

3-1 JICA's Efforts

One of the primary objectives of JICA's evaluation is to enhance learning among the people and organizations involved in development assistance. In order to learn from evaluation results and improve projects, simply making reports is not enough. We have to share evaluation results as organizational knowledge and aggressively feed back this knowledge to future projects in the pursuit of achieving more effective and efficient projects.

To this end, JICA makes various efforts to promote feedback of evaluation results to projects. As part of these efforts, JICA conducted a study on feedback of evaluation results in fiscal 2003 (hereinafter referred to as "the previous study") to understand and improve current situations of feedback.

(1) Summary of the FY 2003 Study Results

The following factors concerning feedback of evaluation results were made clear from the questionnaire survey of the previous study. Details are available in JICA Annual Evaluation Report 2003*.

- Less than half of JICA staff had ever used evaluation results. The earlier a department integrated evaluation into its management cycle, the higher the rate of its staff's using the results of evaluation.
- JICA staff used the results of terminal evaluations most frequently on individual projects, and the main means of access to the evaluation results was the evaluation report.
- Evaluation results were often used to perform other evaluation studies, manage and operate individual projects, and plan projects.
- Most respondents who did not use the results of evaluation gave their reasons as follows: "can handle duties without using them," "do not know what kind of evaluation results are available," and "do not know how to access them."
- Most users of evaluation results found the information useful to their operation.
- However, some users commented that the evaluation information was not of any help. The reasons were: recommendations and lessons are superficial and lack details, and they are not applicable because they are unique to certain projects.

Furthermore, as a result of analysis of the responses to the questionnaire, the following issues arose in the process of feedback of evaluation results.

a. Improving Accessibility

Improved accessibility to evaluation results is essential to promote feedback of evaluation results. Many respondents especially stated that the website needs to be improved. Currently, the contents of the Evaluation page are being expanded; however, this may not be well known among the users. It is therefore necessary to disseminate information pertaining to the availability of the website and accessibility while further upgrading the contents.

b. Improving the Quality of Evaluation Results and Providing User-friendly Information

Current evaluation results vary in quality and quite a few lack detailed descriptions and versatile contents. Thus, many think the quality of evaluation results should be improved. Improving the quality and usefulness of evaluation results is essential to promote feedback of evaluation results. Since JICA staff frequently refers to evaluations in the past when implementing evaluation studies, selecting good examples of evaluation and sharing them widely as good practices are effective in terms of improving the quality of evaluation.

c. Developing a Feedback Mechanism

Many expressed the opinion that establishing a mechanism to secure feedback is necessary to promote feedback of evaluation results. To do that, past individual experiences must be systematically accumulated as organizational knowledge. It is also essential to integrate feedback of daily work into the project process, in order to make use of such accumulated experience in projects, regardless of the amount of professional experience of each staff member.

d. Improving Recognition and Awareness of Evaluation

Recognizing the importance of learning from evaluation results and a willingness to improve projects by using evaluation results are indispensable to the continuous improvement of projects. In order to deepen the recognition of JICA staff about the usefulness of evaluation, it is desirable to collect exemplary cases, in which the feedback of lessons and recommendations improved projects, from departments or staff who have already utilized evaluation results. Also it will be useful

* Annual Evaluation Report 2003 is available on the Evaluation page of JICA's website.

to share the information about those good practices within the organization.

(2) Efforts to Promote Feedback

From the study described above, several steps to improve the project using the evaluation results are identified: there are encouraging as well as discouraging factors in promoting feedback. The result of the previous study shows that most of the users pointed out the value of evaluation information. Therefore, once the effectiveness of feedback in terms of improving projects is affirmed, it is expected that recognition and awareness of evaluation will improve and the utilization of evaluation results will become widespread. To this end, it is necessary to eliminate the discouraging factors of feedback and pave the way toward utilization for promoting feedback. Figure 1-6 shows the concept of such a feedback mechanism of evaluation results and measures to facilitate this mechanism.

Based on this recognition, JICA adopted the following measures to eliminate discouraging factors for utilizing evaluation results in fiscal 2003 and 2004.

a. Developing a Feedback Mechanism

By adding the section of “Lessons Learned from Past Experience” in the Ex-ante Evaluation Document, a mechanism for referring to evaluation results was introduced into the operation process.

b. Improving Accessibility

The number of evaluation results listed on the website has been increased. Also the availability of the Evaluation page and access to the website was informed through training sessions.

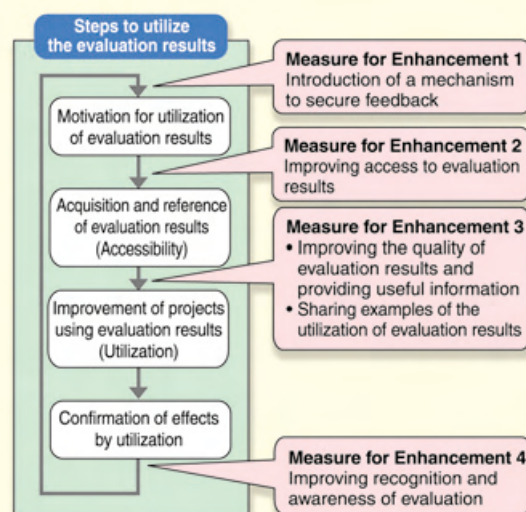
c. Improving the Quality of Evaluation Results

While efforts were made to improve quality of evaluations by revising the guidelines and offering evaluation training, the issue-specific synthesis studies were conducted to draw easy-to-use and systematic lessons learned. Furthermore, JICA has conducted secondary evaluation on terminal evaluation results since fiscal 2004 to clarify the issues that are helpful to the improvement of evaluation quality. In addition, in the same fiscal year JICA introduced Good Practice Evaluation Award to share the cases of good evaluation within the organization (JICA Good Practice Evaluation Award “The Outstanding Evaluation Award”).

d. Improving Recognition and Awareness of Evaluation

JICA carried out various types of evaluation training, including training for evaluation chiefs, and improved the

Figure 1-6 Measures to Enhance Feedback of Evaluation Results (Conceptual Figure)



recognition and awareness of evaluation. Also, the recognition of usefulness was widespread by presenting specific examples of the use of evaluation results. In order to motivate the organization to use evaluation results, Good Practice Evaluation Award was introduced also to widely share good practices in which evaluation results were used for improving projects (JICA Good Practice Evaluation Award “The Feedback Promotion Award”).

JICA conducted a study on the feedback of evaluation results in August 2004. The results of the study are reported in the following section, 3-2. The summary and results of Good Practice Evaluation Award, which JICA launched in fiscal 2004, are introduced in the subsequent section, 3-3.

3-2 Current Situations and Problems in Feedback of Evaluation Results

As described in the previous section, JICA adopted various measures to promote feedback of evaluation results in fiscal 2003 and 2004 based on the results of the previous study. In line with these efforts, JICA again conducted a questionnaire survey among JICA staff to understand the degree of improvement of feedback and identify specific tasks for the future in August 2004. This section reports the results of this questionnaire survey and issues identified in the survey.

FY 2004 Study Results on Feedback of Evaluation Results

[Study Methods]

Taking into account year-to-year comparisons with the previous study, the same questions were included in the questionnaire that were in the previous study. Questions to verify the effectiveness of various measures taken in fiscal 2003 and 2004 as well as questions to collect and analyze information about good practices using actual evaluation results were added. The major questions included in the questionnaire are as follows.

- **Current Situation of Feedback of Evaluation Results**
 - Are evaluation results referred to?
 - Which evaluation results are accessed and for what?
 - Are evaluation results fully utilized and to what extent?
- **Encouraging and Discouraging Factors for Promoting Feedback**
 - What are the encouraging factors to promote the use of evaluation results?
 - What prevents the feedback of evaluation results?
- **Actual Utilization of Evaluation Results**
 - What pattern is seen in the Utilization of Evaluation Results (What evaluation results are utilized for which projects)?
 - What motivates feedback and utilization?
 - Is feedback of evaluation results effective?
- **Examination of Effectiveness of Various Measures to Promote Feedback and Future Tasks**
 - Were efforts made so far effective in promoting feedback of evaluation results (developing a mechanism, improving access, improving the quality of evaluation results, and

improving recognition and awareness)?

- What measures are required to promote feedback in the future?

[Study Results]

(1) Current Situation of Feedback of Evaluation Results

Basic Data on Respondents

The study questionnaires were distributed to issue-based departments, regional departments, other departments, domestic offices, and overseas offices, and were filled out by 625 people (the response rate was 54%). This is 1.7 times more than the rate of the previous study in 2003 (the number of respondents in 2003 was 367 and the response rate was 37%). Basic data on respondents is shown in Figure 1-7.

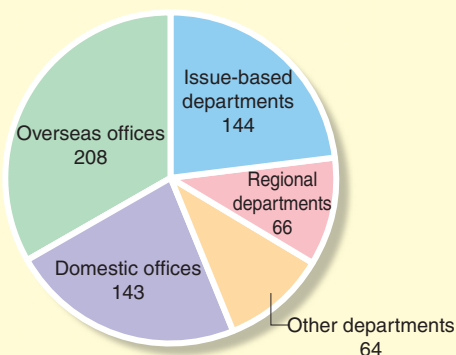
Are Evaluation Results Referred to?

More than 60% of respondents have referred to evaluation results (Figure 1-8) and the number is increasing. The rate of access varies by department (Table 1-4).

When looking at the use of evaluation results, more than 60% of respondents (385 respondents, 62%) answered that they had referred to JICA's evaluation results (Figure 1-8). This rate improved noticeably from the survey results of fiscal 2003, in which the rate of respondents who answered that they had accessed the evaluation results was less than half of the total respondents (46%).

When looking at use by affiliation (Table 1-4), the rate of

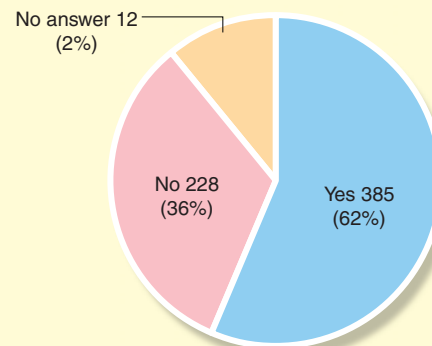
Figure 1-7 Composition of Respondents (N=625 people)



[Reference] Roles of Each Department

- (1) Headquarters
- 1) Issue-based departments are in charge of implementing Technical Cooperation Projects in each issue and area.
- 2) Regional departments are mainly in charge of formulating JICA Country Program for each country, and identifying and formulating new projects in each region.
- 3) Other departments handle Volunteer Programs, study and project promotion of grant aid, Disaster Relief Programs, etc.
- (2) Overseas offices play the roles of liaisons that connect the headquarters and the government of each partner country, and undertake the identification and implementation of Technical Cooperation Projects.
- (3) Domestic offices mainly conduct training programs.

Figure 1-8 Access to Evaluation Results (N=625 people)



access in the order from the highest to the lowest is issue-based departments (74%), overseas offices (69%), regional departments (59%), domestic offices (47%), and other departments (44%), thus indicating there are some differences among departments. This may be caused by the difference regarding the time of introduction of the evaluation system among departments. Issue-based departments and overseas offices implement Technical Cooperation Projects into which the evaluation system was introduced relatively early. They access the evaluation results at a high rate of around 70%. Moreover, when the rate of access is compared between staff of the departments in charge of implementing evaluations and staff of the departments not implementing or unaware of the implementation, the former is 73% and the latter is 36%, showing a distinctive difference (Table 1-5).

Taking a look at job positions (Table 1-6), the rate of

access is higher among managers (70%) than general staff (58%). Among managers, evaluation chiefs in particular access evaluation results at a high rate of 84%. Evaluation chiefs are required to improve quality and promote feedback of evaluation results through monitoring evaluations. They participated in training for evaluation chiefs. Thus, they are relatively more aware of the usefulness of evaluations, which is believed to attribute to the high rate of access.

Looking at the relationship between the participation in evaluation study and the access to evaluation results (Table 1-7), 83% of respondents who have experience in participating in evaluation studies have accessed evaluation results, whereas only 39% of respondents who have no experience in evaluation studies have accessed evaluation results. The result showed clearly that participation in evaluation studies contributes to a higher rate of access to evaluation results.

Table 1-4 Rate of Access by Affiliation

Affiliation	Accessed	(ratio to total)	(ratio to department)	Not Accessed	(ratio to total)	(ratio to department)	Total
Issue-based departments	107	28%	74%	36	16%	25%	144
Regional departments	39	10%	59%	26	11%	39%	66
Other departments	28	7%	44%	34	15%	53%	64
Domestic offices	67	17%	47%	71	31%	50%	143
Overseas offices	144	38%	69%	61	27%	29%	208
Total	385	100%		228	100%		625

(Including 12 respondents who gave no answer)

Table 1-5 Relationship between Implementation and Access to Evaluation Results (N=625 people)

Does your department conduct evaluation?	Have you accessed evaluation results?			
	Yes	No	No answer	Total
Yes (N=421)(67% of the total)	307 (73%)	108 (26%)	6 (1%)	421 (100%)
No/unknown (N=185) (30% of the total)	67 (36%)	114 (62%)	4 (2%)	185 (100%)
No answer (N=19) (3% of the total)	11 (58%)	6 (32%)	2 (10%)	19 (100%)
Total	385 (62%)	228 (36%)	12 (2%)	625 (100%)

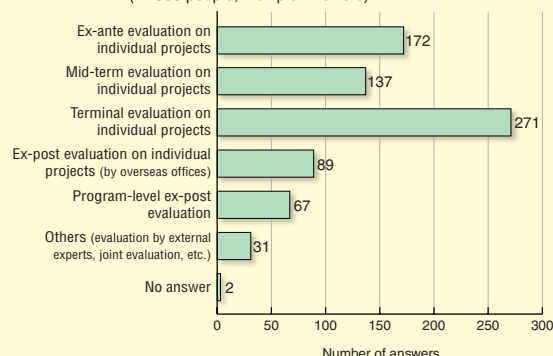
Table 1-7 Relationship between Participation in Evaluation Study and the Access to Evaluation (N=625 people)

Experience in participating in evaluation study	Have you accessed evaluation results?			
	Yes	No	No answer	Total
Yes (N=317) (51% of the total)	263 (83%)	52 (16%)	2 (1%)	317 (100%)
No (N=303) (48% of the total)	119 (39%)	175 (58%)	9 (3%)	303 (100%)
No answer (N=5) (1% of the total)	3 (60%)	1 (20%)	1 (20%)	5 (100%)
Total	385 (62%)	228 (36%)	12 (2%)	625 (100%)

Table 1-6: Relationship between Job Position and the Access to Evaluation Results (N=625 people)

Job position	Have you accessed evaluation results?			
	Yes	No	No answer	Total
Management post (N=173) (27% of total)	121 (70%)	48 (28%)	4 (2%)	173 (100%)
Evaluation chiefs (N=38) (6% of total)	32 (84%)	6 (16%)	0 (0%)	38 (100%)
General staff (N=447) (72% of total)	261 (58%)	179 (40%)	7 (2%)	447 (100%)
No answer (N=5) (1% of total)	3 (60%)	1 (20%)	1 (20%)	5 (100%)
Total	385 (62%)	228 (36%)	12 (2%)	625 (100%)

Figure 1-9 Types of Evaluation Results Accessed (N=385 people, Multiple Answers)



Which Evaluation Results are Accessed and for What?

a. What Kind of Evaluations are Accessed?

JICA staff accesses terminal evaluation on individual projects the most. The access to ex-ante evaluation on individual projects has increased (Figure 1-9).

Those who answered that they had accessed evaluation results were asked to select all types of evaluation results accessed. The result shows 271 respondents have accessed terminal evaluation on individual projects at most, followed by ex-ante evaluation on individual projects (172) and mid-term evaluation on individual projects (137). Ex-post evaluation and mid-term evaluation followed terminal evaluation in the previous study. It has thus become clear that the access to ex-ante evaluation increased from the previous year. Ex-ante evaluation was introduced in fiscal 2000 on a trial basis, and was launched full-scale in fiscal 2001. Factors contributing to the increase in access to ex-ante evaluation results can be attributed to the following two reasons: certain cases of results of ex-ante evaluation have been accumulated three years after it was introduced and the number of staff members engaged in ex-ante evaluation has increased in the process of setting up new projects.

b. How are the Evaluation Results Obtained?

Most staff members obtain evaluation results from evaluation reports that are kept in their designated office cabinets. However, the number of staff members who obtain results from the website has increased (Figure 1-10).

Many respondents who answered that they had accessed evaluation results obtained information from evaluation reports that were kept in their designated office cabinets. This tendency has remained from the previous study. On the other hand, 105 of 385 respondents (27%) who had accessed eval-

uation results chose the website as the source of evaluation results in this survey, showing that the number of JICA staff who have access to evaluation results through the website is on the rise. The previous study showed not much use of the website*, and promoting the use of the website as a means to obtain evaluation results was regarded as a task for the future. Various efforts were made to improve this situation. For example, in order to disseminate the availability of the website so as to increase access, the Annual Evaluation Report 2003 featured the presence of an Evaluation page including the Access Guide. The use of the website was encouraged during evaluation training. The contents were further improved by increasing listed evaluation results and uploading the revised JICA Evaluation Guidelines. Such efforts may explain the increase in the amount of access in this survey.

In addition to the website, JICA Knowledge Site is also used to some extent. It is obvious that there is certain demand for the distribution of evaluation results through electronic media as well as the published reports.

c. What Format of Evaluation Results are Accessed?

Many of those who have referred to evaluation results access Evaluation Reports and Summary of Evaluation Results (Figure 1-11).

As for the question of what editorial patterns of evaluation results were accessed, Evaluation Report (282) ranked at the top of the list, followed by Summary of Evaluation Results (151), which organized the overview of evaluation reports into several pages, and documents used in briefing/study meetings (88). Summary of evaluation results are included in the beginning of evaluation reports and became available on the JICA website in fiscal 2003 (evaluations conducted after fiscal 2001). With this, the use of the website increased, and the access to summary is expected to further increase in the future.

Figure 1-10 Source of Evaluation Results
(N=385 people, Multiple Answers)

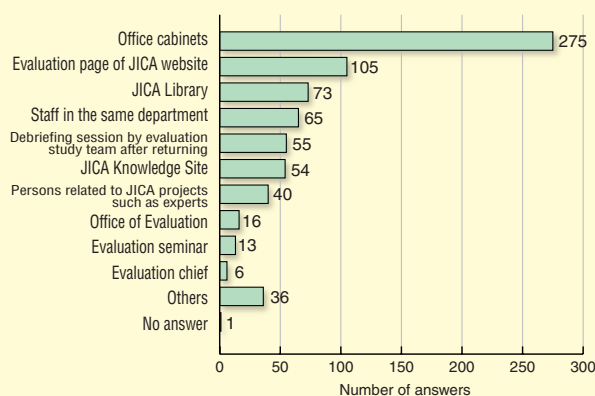
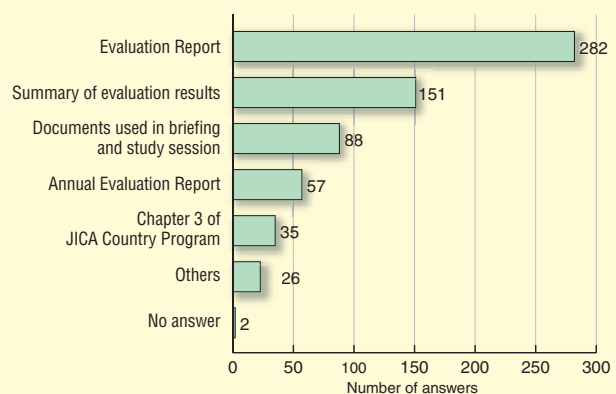


Figure 1-11 Format of Evaluation Results
(N=385 people, Multiple Answers)



* Twelve of 170 (7%) JICA staff who had used evaluation results answered that the website was their source of information.

d. For What Kind of Operation are Evaluation Results Accessed?

Evaluation results are mainly accessed to improve the quality of projects, such as in planning and revision of individual projects, and identifying, formulating, and adopting projects (Figure 1-12).

The operations for which evaluation results are accessed go from the top as follows: planning and revision of individual projects (209), identifying, formulating, and adopting projects (177), operation and management of individual projects (147), and conducting other evaluation studies (158). In the previous study, the most cited operation was conducting other evaluation studies. Based on these results, it is fair to conclude that evaluation results are now accessed to improve the quality of projects. In contrast, the access to evaluation results for formulating or revising the policies at the program level, such as JICA Country Program or thematic guidelines, is limited.

Are Evaluation Results Fully Utilized and to What Extent?

More than half of JICA staff who have referred to evaluation results say that they actually provide feedback of evaluation results to their operations. Those who have utilized evaluation results tend to continue using them

Figure 1-12 Types of Operation for Which Evaluation Results are Accessed (N=385 people, Multiple Answers)

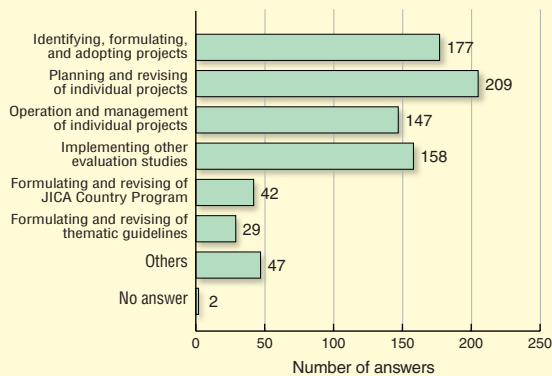
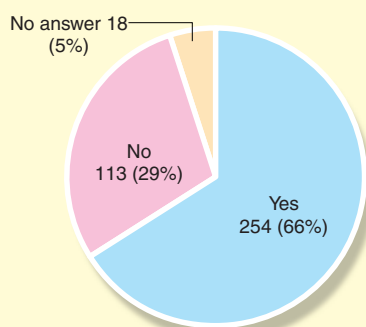


Figure 1-13 Utilization of Evaluation Results for Improving Projects (N=385 people)



(Figures 1-13 and 1-14).

Among 385 respondents who answered that they had accessed evaluation results, 254 (66%) said that they had actually provided feedback of the evaluation results to their operations (Figure 1-13). This figure accounts for approximately 40% of all respondents. Those who answered that they had utilized the results were then asked about the number of times they had utilized evaluation results: 89 (35%) answered more than five times, 82 (32%) two to four times, 61 (24%) once (Figure 1-14). It is clear from this result that many of those who utilized the results once tend to continue to use them again. It is fair to assume that those who have utilized evaluation results once realize the benefits and enter into a positive cycle of using them again on subsequent occasions.

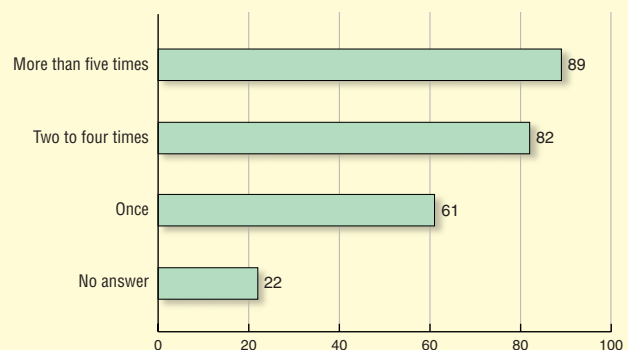
(2) Encouraging and Discouraging Factors for Promoting Feedback

What Are the Encouraging Factors to Promote the Use of Evaluation Results?

The following encouraging factors to promote the use of evaluation results were found from the results of the study.

- The rate of access to evaluation results by the evaluation chief appointed to the project implementing department is particularly high. It is therefore fair to assume that the roles to be assumed by the evaluation chief, such as quality control of evaluation and promotion of feedback, as well as learning opportunities such as training of evaluation chiefs, are encouraging factors to promote the access to evaluation results.
- Experience in participating in evaluation study is what accounts for the big rise in the rate of access to evaluation results. In the background, there is widespread knowledge that referring to examples from the past is helpful for the actual planning and implementing of evaluation studies, which gives an incentive for accessing evaluation results.
- JICA staff who have utilized evaluation results is likely to use them more than once. It is fair to conclude that it gener-

Figure 1-14 Number of Utilizations of Evaluation Results (N=254 people)



ates a positive cycle in which once they realize feedback improves their operations, they repeat the references to the evaluation results.

What Prevents the Feedback of Evaluation Results?

As described above, 385 out of 625 respondents have referred to evaluation results. Among these, 254 respondents utilized them to improve their operations, and 113 referred to them but did not utilize them (Table 1-8). We will now focus on the 228 respondents who did not refer to evaluation results and the 113 respondents who referred to them but did not use them, and find the reasons why they did not refer to them and utilize the results.

a. What Is the Reason for Not Referring to Evaluation Results?

Most respondents who did not refer to evaluation results gave as their reason “can handle duties without using them,” “do not know what kind of evaluations were conducted,” and “would like to refer to evaluation results but are too busy to do so.” (Figures 1-15 and 1-16).

The study asked respondents who did not refer to evaluation results (228) to select multiple reasons why they chose not to refer to them (Figure 1-15). About 40% indicated that they

could handle their duties without using evaluation results (92). This is followed by those who admitted that they did not know what kind of evaluations were conducted (57) and that they were too busy to refer to them even though they wanted to (57). Looking at the details, a cross-tabulation showed the reasons for not referring to evaluation results and whether evaluations are conducted by the department the respondents belong to. (Figure 1-16).

Among those who answered “can handle duties without using evaluation results” (92), 41 respondents (44%) belong to departments that conduct evaluations, and 50 respondents (54%) belong to departments that do not conduct evaluations or do not know whether or not evaluations are conducted in their departments. This revealed that there is a certain portion of staff who does not feel the need for the use of evaluation results, even though they belong to departments that conduct evaluations. Targeting this group, it is necessary to consolidate the reference mechanism for evaluation results and encourage the access to evaluation results by improving their awareness. This is also evident from the result of another question, “where do you access the evaluation results” of 228 respondents who had not referred to evaluation results (Figure 1-17). The result showed that nearly 40% (86) did not try to access any.

In the departments that conduct evaluations, quite a few

Table 1-8 Breakdown of Reference and Utilization by Respondents

Total respondents	Reference		Utilization	
	Yes	No	Yes	No
625	385	228	Yes	254
			No	113
	12	12	No answer	18
			No answer	

Figure 1-16 Reasons for Not Referring to Evaluation Results with Classification of Departments (N=228 people, Multiple Answers)

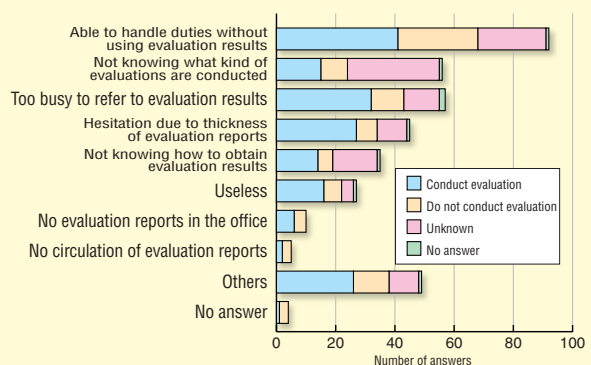


Figure 1-15 Reasons for Not Referring to Evaluation Results (N=228 people, Multiple Answers)

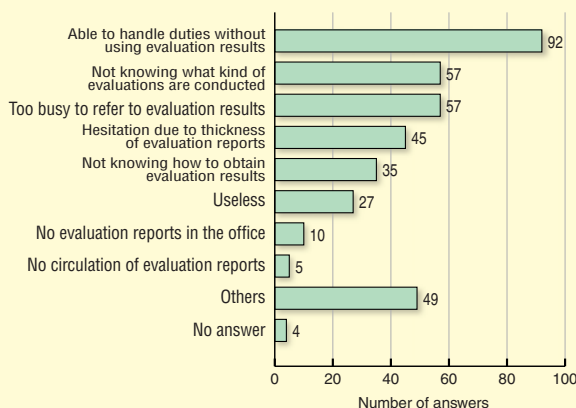
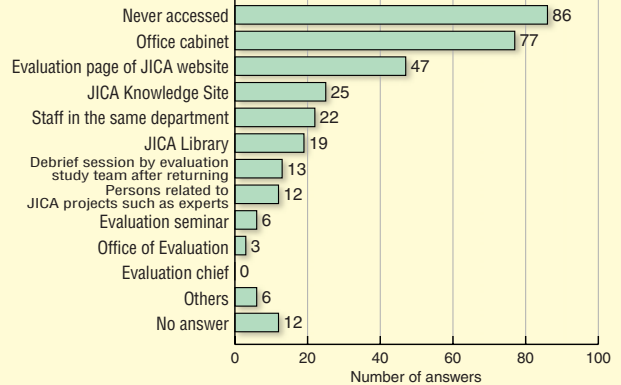


Figure 1-17 Source of Evaluation Results for Those Who Failed to Refer to Evaluation Results (N=228 people, Multiple Answers)



gave as an answer, “would like to refer to evaluation results but are too busy to do so” and “feel hesitant as reports are too thick.” It is therefore necessary to make the evaluation results concise while continuing to disseminate the availability of simple forms of evaluation results such as the summary sheet.

b. What Is the Reason for Not Utilizing Evaluation Results, Even Though They Were Referred to? Many of those who have not utilized evaluation results gave “superficial recommendations and lessons, lacking concreteness” as their reason (Figure 1-18).

Among the 385 respondents who had referred to evaluation results, approximately 30% (113) could not use them for actual operations. When asked for all the reasons why, the top answer was “superficial recommendations and lessons, lacking concreteness” followed by “no necessary information available” and “too unusual for certain projects and not applicable.” Most of the respondents indicated that the information contained in the evaluation results was not sufficiently useful from the perspective of feedback that improves operations (Figure 1-18). Specific reasons included in “Others” are “did not intend to utilize but simply to refer to,” “received Project Evaluation StudyTeam, but was not involved in actual evaluation,” thus indicating that many referred to evaluation results without any intention to use them. This reasoning needs

to be considered separately from the insufficiency of the content of evaluation results since they are different in nature.

(3) Actual Utilization of Evaluation Results

The result of the study has indicated that two obstacles interfere with the process from the feedback of evaluation results to the improvement of operations by using them. One obstacle occurs before referring to evaluation results (lack of intention to refer to or poor access to evaluation results) and the other occurs before applying the information or lessons obtained from the evaluation results to the improvement of projects (insufficient or useless evaluation results). In this section, by focusing on the questionnaire results of the 254 respondents who actually utilized evaluation results to improve their projects (the number of case examples: 510), an analysis is made to find out what evaluation results were actually utilized and to verify the effectiveness of feedback of evaluation results.

What Pattern is Seen in the Utilizaion of Evaluation Results?

a. General Trend

Useful information is likely to be found in evaluation results (five evaluation criteria, etc.), recommendations, and lessons, and is used particularly for identifying, formulating, and adopting projects as well as for planning and revising similar projects (Figures 1-19 and 1-20).

The survey was multiple choice and asked respondents which information was useful and for what operation the evaluation results were used in individual cases, based on their experience in using evaluation results. The top three pieces of useful information were “recommendations” (257), “evaluation results (five evaluation criteria, and contributing and hindering factors),” (232), and “lessons” (204). The top three operations for which the evaluation results were utilized were “identifying, formulating, and adopting projects” (152), “planning and revising similar projects” (139), and “evaluation of

Figure 1-18 Reasons Why Referred to Evaluation Results but Did Not Use Them (N=113 people, Multiple Answers)

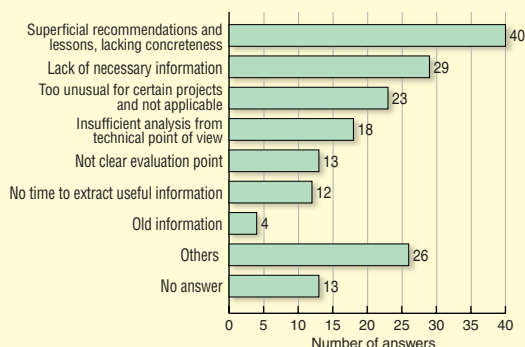


Figure 1-19 Useful Information (N=510 cases, Multiple Answers)

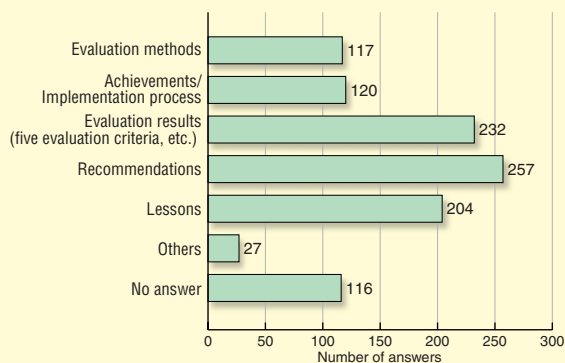


Figure 1-20 Operations for Which Evaluation Results Were Used (N=510 cases, Multiple Answers)

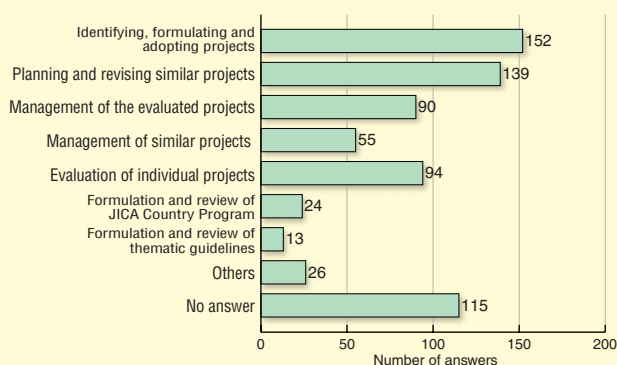


Figure 1-21 For What Specific Activities in Identifying, Formulating, and Adopting Projects Were the Evaluation Results Used? (N=152 cases, Multiple Answers)

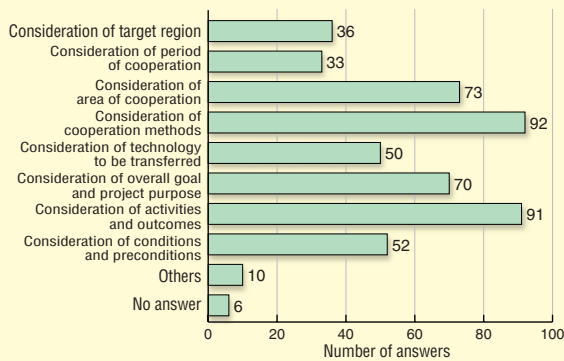
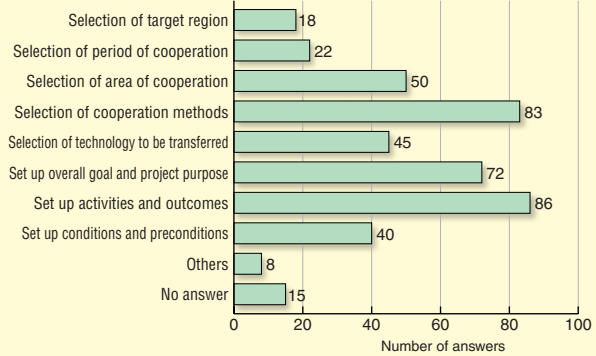


Figure 1-22 For What Specific Activities in Planning and Revising Similar Projects Were the Evaluation Results Used? (N=139 cases, Multiple Answers)



individual projects” (94).

In addition, a correlation between “useful information” and “operations for which evaluation results were used” was examined to identify what type of information was used for what kind of operation. The results showed that “evaluation results (five evaluation criteria, and contributing and hindering factors),” “recommendations,” and “lessons” were used frequently for operations such as “identifying, formulating, and adopting projects” and “planning and revising similar projects.” Since evaluation results and recommendations were used for “management of the evaluated projects,” it is naturally apparent that evaluations are used as a tool of project management. The evaluation results are also used for examining evaluation methods of other individual projects.

The following characteristics were further observed from the survey on activities using evaluation results.

- When looking at details of the activities using evaluation results for “identifying, formulating, and adopting projects” (152) and “planning and revising similar projects” (139), there are similar tendencies. Evaluation results were used, in more than half of the cases, for “the selection of cooperation methods” and for “setting up activities and outcomes”

in both categories. (Figures 1-21 and 1-22).

- When looking at details of the activities using evaluation results for “management of the evaluated projects” (99) and “management of similar projects” (55), there are similar tendencies. Evaluation results were used, in more than half of the cases, for “assigning experts and examination of activities,” “reviewing activities and outcomes,” and “establishing implementation and support systems” in both categories (Figures 1-23 and 1-24).
- In more than half of the 94 cases where evaluation results were used for the evaluation of individual projects, they were used for terminal evaluations (Figure 1-25). This is presumed to be due to the fact that a consistent evaluation system from the ex-ante to ex-post stage has been introduced relatively recently, and terminal evaluations have been at the center of project evaluations for a long time.
- In the 24 cases where evaluation results were used for JICA Country Programs, more than 40 % were used for “remarks on JICA’s cooperation,” “JICA’s cooperation programs,” “basic concepts of JICA’s cooperation,” and “development issues.” In the 13 cases where evaluation results were used

Figure 1-23 For What Specific Activities in Management of the Evaluated Projects Were the Evaluation Results Used? (N=87 cases, Multiple Answers)

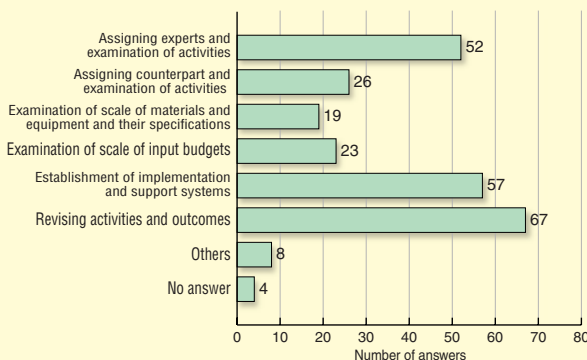
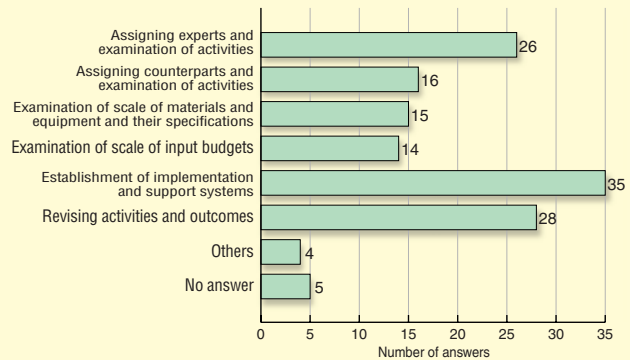


Figure 1-24 For What Specific Activities in Management of Similar Projects Were the Evaluation Results Used? (N=139 cases, Multiple Answers)



for thematic guidelines, they were used in a wide variety of phases such as “policies and approaches,” “cases and achievements,” “outline of the relevant cooperation,” etc. (Figures 1-26 and 1-27).

b. Specific Examples

Based on the questionnaire survey, the following projects were found to be good examples of using evaluation results at the stage of identifying, formulating, and planning new projects. For example, lessons learned from the Project for Family Planning and Women in Development of Jordan were used for the formulating stage of the Reproductive Health Project in Syria. Particularly, the project utilized the lessons learned about activities associated with enlightenment and promotion of reproductive health, the effectiveness of a comprehensive approach including empowerment of women, and the necessity of the project focusing on an entry-point to the community (eg. Health Festival, etc.). This is an example of pursuing organized project management using the experiences and lessons learned from the preceding projects to deal with socially and culturally sensitive themes. As an example of using evaluation results at the planning stage, there is a case where the terminal evaluation results of the Small-scale Irrigated Agriculture Promotion Project in the Republic of Ghana (F/U) were used to set the project purpose of Ghana’s Improvement

of Participatory Irrigation Management System. Specifically, the purpose of strengthening the support function of irrigated agriculture technology was set based on the recommendation; “Ghana Irrigation Development Authority (GIDA) should place more emphasis on the technical guidance and dissemination to farmers,” and “government support is necessary for the operation and maintenance of irrigation facilities and agricultural machinery, marketing, and organizing farmers.” Also, it became possible to design a project that facilitates the organization of farmers by adding “training for technical guidance and dissemination provided by GIDA officers to the farmers” to their activities.

At the implementation stage, there were cases in which the evaluated project was revised using its mid-term evaluation results (the Project on Improvement of Maritime Education in Turkey) and the mid-term evaluation results of a similar project were used to improve the management of the project (mid-term evaluation results of the Japan Human Resource Development Center in Laos were used for management of the Japan Human Resource Cooperation Center in Viet Nam).

As examples of using evaluation results for conducting evaluation studies, there are some cases of utilizing results for other evaluations of the same project and other cases of using them for evaluations of similar projects in the same country. As an example of the former, in the Project on the Improvement of Techniques for the Production of Vegetables in Morelos State in Mexico, mid-term evaluation results were used for the terminal and ex-post evaluations of the same project. As an example of the latter, the terminal evaluation results of the Cho Ray Hospital Project of Viet Nam were used for the terminal evaluation of the Bach Mai Hospital Project for Functional Enhancement, Viet Nam.

The good practices of the use of evaluation results obtained from the questionnaire survey are described in the next section, 3-3.

Figure 1-25 At What Stage of Evaluation Were the Evaluation Results Used? (N=94 cases, Multiple Answers)

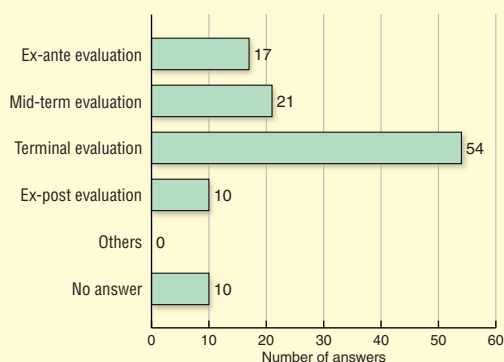


Figure 1-26 For What Part of the JICA Country Program Were the Evaluation Results Used? (N=24 cases, Multiple Answers)

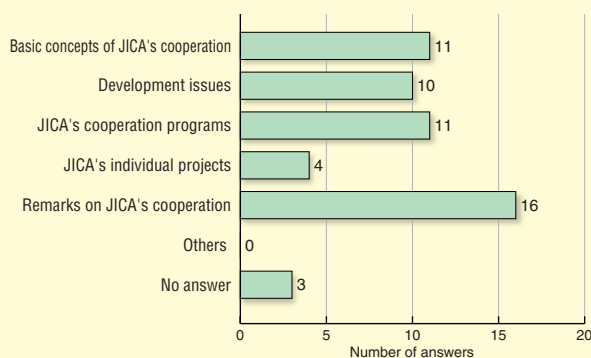
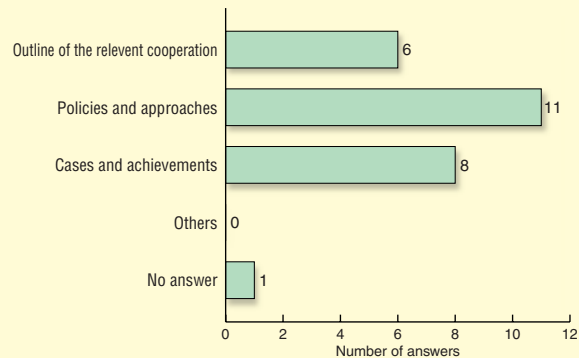


Figure 1-27 For What Part of Thematic Guidelines Were the Evaluation Results Used? (N=13 cases, Multiple Answers)



Suggestions from supervisors and colleagues in the department motivate use of evaluation results in most cases. There are also many cases where JICA staff spontaneously uses evaluation results without external influence (Figure 1-28).

Respondents were asked to indicate what motivated feedback and actual use of evaluation results (multiple answers). The largest number selected “others” (158), followed by “suggestions from supervisors and colleagues in the department” (130). Details of “others” include “supposed to use it,” “spontaneously,” “for improving the quality of project,” and “it was necessary to use it,” thus indicating that most of the respondents were not particularly conscious of it but the decision to use evaluation results was made on the basis of their own judgement. Based on the fact that the respondents have already used evaluation results and the majority have used them more than once, it is assumed that they would provide feedback of evaluation results, thinking of it as one of the essential tasks in the operation cycle (Figure 1-14).

b. Specific Examples

■ Suggestions from Supervisors and Colleagues in the Department and Spontaneous Use of Evaluation Results

It has already been mentioned that many were motivated to use evaluation results by suggestions from supervisors and colleagues. Results of the questionnaire survey and interview surveys indicate that such suggestions were not given in a top down manner in most cases: instead, motivation emerged from daily interaction among the staff members. Many users of evaluation results are conscious of how to improve projects or operations they are involved in, and take actions accordingly. In pursuing these measures, they receive suggestions to refer to the evaluation results of the past from supervisors or colleagues. The study revealed that many of those who selected “others” as the answer provided feedback spontaneously, initiated by individual staff members, for the following reasons: “feedback of evaluation results depends largely on the degree of consciousness of the person in charge of the

project,” “to gather information about related issues while always being cognizant of new information ensures access to good information,” “to bring about the project’s outcomes rests on the consciousness of individual staff members that they must achieve project goals without repeating the same mistakes,” and “lessons from projects in the same country and the same area are vital in cases where the cooperation background and implementing systems are unique.”

■ Suggestions from Stakeholders Involved in Projects

The terminal evaluation results of the Project of Family Planning and Women in Development of Jordan were used for the formulation of the Reproductive Health Project of Syria because a project formulation advisor for regional cooperation was involved in both projects. The Information Technology Upgrading Project of Jordan is an example of a case in which external persons who were involved in the project provided feedback. The Philippine Software Development Institute was used for formulating the project. Suggestions from the external organization, which had been a member of the domestic advisory committee for a long period of time, made a great contribution to the feedback.

■ Information Sharing System Within the Department, Team, or Thematic Task Force

As organizational efforts, the JICA Brazil Office holds preliminary sessions with prescreening, prior to the submission of an official request from the Brazilian counterpart, for sharing opinions based on the evaluation results. Furthermore, the education taskforce holds a series of information sharing luncheons frequently as an opportunity to exchange and share information. In addition to the information obtained from various studies, the evaluation results of educational projects are actively shared among the taskforce members. In addition, the Japan Center Team sets up mailing lists and websites concerning the projects of Japan Centers in various countries to share information about their activities and operations.

■ Introduction of a Feedback System

As a part of a system to incorporate the use of evaluation results into the operation process, the section titled “Lessons Learned from Past Experience” was added to the ex-ante evaluation document and the staff in charge is required to fill in this section as a means of promoting feedback since fiscal 2003. This new system has already made some differences in the use of evaluation results*. For example, when the Project Design of Matrix (PDM) of the Project for Improving Shipment System and Distribution of the Agricultural Products in Paraguay was reviewed, this system provided a chance for using the ex-post evaluation of the Marketing Improvement Project on Fruit and Vegetables of Paraguay, and cooperation methods, activities and outcomes, and external factors

Figure 1-28 Motivation for the Use of Evaluation Results
(N=510 cases, Multiple Answers)

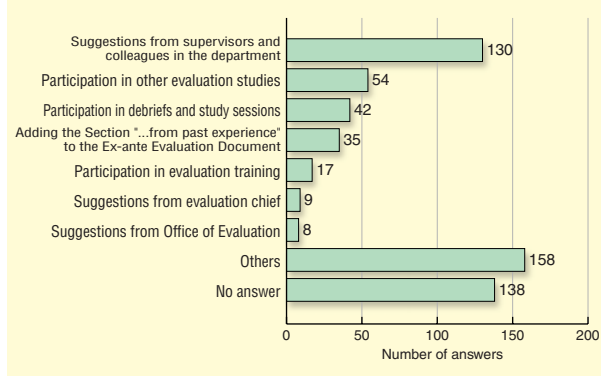
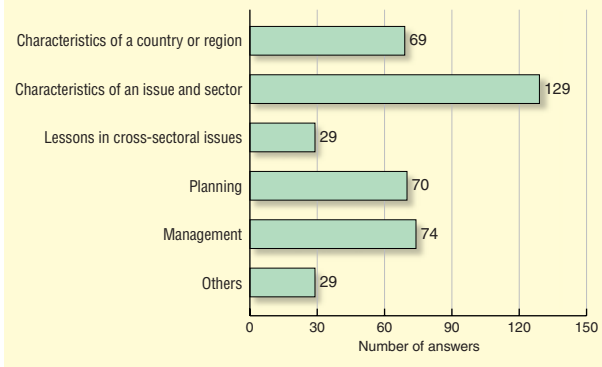


Figure 1-29 Items of Evaluation Results Referred to When Filling the Section “Lessons Learned from Past Experience” (N=244 cases, Multiple Answers)



were examined.

Meanwhile, the questionnaire survey also asked the respondents what kind of information was referred to when filling in this section, and it was found that more than half of the respondents referred to the characteristics of issue and sector. It was also made clear that those who referred to management methods, planning ways and characteristics of the country or region accounted for nearly 30 % each (Figure 1-29).

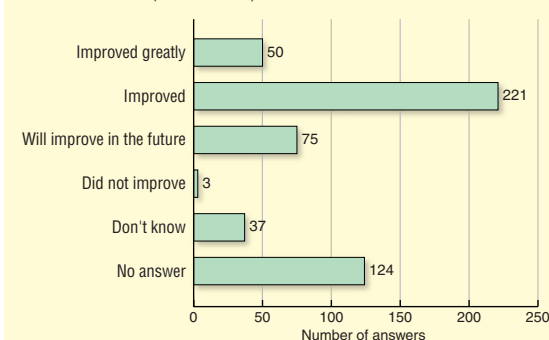
■ Others

In addition, there were opinions such as “participation in evaluation studies encouraged me to feedback evaluation results voluntarily,” and “cross-sectoral evaluation and reviews gave me easy access to generalized lessons,” thus indicating that participation in other evaluation studies, debriefs, and study sessions related to evaluation led to the use of evaluation results.

a. General Trend

Use of evaluation results brings about improvement in operations to which evaluation results are fed back. (Figure 1-30 and 1-31).

Figure 1-30 Improvement by Feedback of Evaluation Results (N=510 cases)



The survey was conducted to determine whether the use of evaluation results had brought about any improvement in operations to which evaluation results were fed back. Approximately 70% of the respondents marked as answers “greatly improved,” “improved,” or “will improve in the future,” whereas only three respondents reported no improvement.

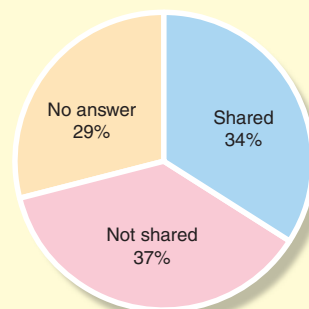
The cases in which lessons from the evaluation results are shared with partner countries are as high as 30%. It is not clear from this study whether sharing has brought about any outcomes, however, it is expected that the evaluation results will lead to improved development policies and projects of the partner governments in the future. It was also found in some cases that the transfer of evaluation results to partner countries had deepened the understanding of partner governments, indicating the possibility of feedback of evaluation improving the effectiveness and efficiency of overall assistance.

b. Specific Examples

The following effects were observed in the cases where evaluation results were used for identifying and formulating new projects: “quality of the project is improved,” “project formulation is facilitated,” “mistakes in the similar projects were avoided,” “points of concern when examining contents of requests from partner country were clarified through lessons in the similar fields and issues,” and “concepts were effectively and efficiently organized in formulating the overall framework and compiling reports.”

Meanwhile, the following effects were noted in the cases where evaluation results were utilized for other evaluations: “evaluation survey was conducted smoothly by explaining the evaluation criteria and evaluation methods through the past exemplary evaluations to consultants and counterparts,” “the experts understood more about project management through the provision of explanations about evaluation methods at the time of implementing the evaluation,” and “understanding by overseas consultants of JICA’s evaluation methods were deepened.”

Figure 1-31 Feedback to and Sharing with the Partner Government (N=510 cases)



* See the next section, (4), “Examination of Effectiveness of Various Measures to Promote Feedback and Future Tasks”

(4) Examination of Effectiveness of Various Measures to Promote Feedback and Future Tasks

Based on the study results described above, it was confirmed that the feedback of evaluation results was improved compared to the previous study. We need to identify what is specifically necessary to improve operations through the use of evaluation results. Therefore, we will examine whether JICA's efforts were effective over the last year using the results of the previous study. Then, we will discuss issues to be considered for the promotion and improvement of the use of evaluation results based on the recommendations obtained from the results of questionnaires.

1) Effectiveness of the Efforts of Last Year

The rate of referring to evaluation results has increased from 46% to 62%. Efforts such as enhancement of information contained on the website, dissemination of accessibility, revision of format of Ex-ante Evaluation Document, and evaluation training were found to be effective in increasing the references and use of evaluation results.

First, the information contained on the "Evaluation" page of JICA's website was enhanced and the accessibility was disseminated in order to increase the number of people who access. Since the number of people who access evaluation results from this page has increased over the last year (Figure 1-10), its effectiveness in the improvement of the rate of references is evident. In addition, since the summary of evaluation results is the second most popular medium (Figure 1-11) following the Evaluation Report itself, it is also fair to assume that obtaining a summary through the website is becoming more popular.

With regard to the effect of adding the section "Lessons Learned from Past Experience" in the Ex-ante Evaluation Document to institutionalize the feedback, 68 respondents (11%) said that they refer to evaluation results more often. This indicates that the new effort helped increase the number of people who access evaluation results (Figure 1-32). On the other hand, 346 respondents, which account for more than half of the respondents, did not know about the introduction of this system, suggesting that the majority had not had a chance to get involved in the formulation of projects at the time of the questionnaire (six months after the introduction of this system). Respondents who did not know about the addition of the section have a lower rate of use of evaluation results than those who gave either "no change" or "increased" as the answer. Therefore, use of evaluation results will be further promoted when those who have not used them become more familiar with the section and start referring to the evaluation results when filling out the Ex-ante Evaluation Document.

Furthermore, in order to improve awareness of evaluations, JICA appointed an evaluation chief in each department and provided training for them. The rate of use by evaluation chiefs is high (Table 1-6) and thus it is fair to conclude that the change in awareness of evaluation chiefs has taken place.

The rate of reference by overseas offices made a drastic increase from 58% to 69% over the last year. Since fiscal 2002 overseas offices have managed project-level ex-post evaluations, and distance training has been offered to enhance the evaluation capacity of overseas offices since fiscal 2003. These efforts may have contributed to the rise of awareness about evaluation. Moreover, after JICA became an independent administrative institution in October 2003, the number of projects launched by overseas offices has been increasing amid the trend of enhancing the functions of overseas offices. It is expected that references to and use of evaluation results by overseas offices will further increase.

This study was not able to analyze how effective the efforts of improving the quality of evaluation results were. However, since a certain number of staff use program-level ex-post evaluations (thematic evaluations, or country-program evaluation) (Figure 1-9) or Annual Evaluation Report (Figure 1-11), it is fair to assume that implementation of comprehensive and cross-sectoral evaluation leads to the increase in the rate of reference or use to some extent.

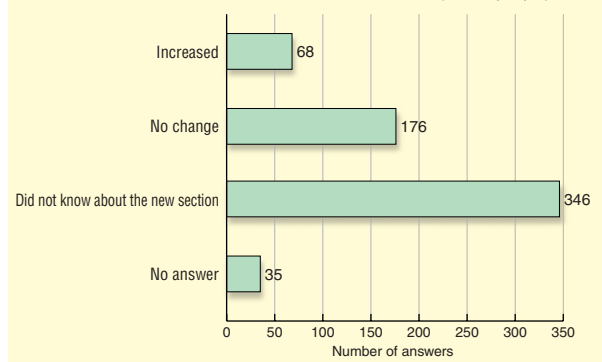
2) Future Tasks

It is continuously necessary to improve accessibility and quality as concluded in the previous study.

In order to understand what is necessary to promote reference to and use of evaluation results, all the respondents to the questionnaire survey were asked about improvements necessary to use evaluations (multiple answers). The result shows the largest number of respondents chose "to improve accessibility," accounting for more than half of the respondents (339, 54%), followed by "to improve evaluation quality (223, 36%)" and "to develop a mechanism to utilize evaluation" (156, 25%) (Figure 1-33).

Comparisons were made among three groups of respon-

Figure 1-32 Changes in the Number of References After the Revision of Ex-ante Evaluation Document (N=625 people)



dents: those who used evaluation results, those who did not refer to evaluation results, and those who referred to but did not use them. In the comparisons, the same general trends were observed but there were differences in detailed characteristics of individual improvement measures. For example, the largest group among those who feel it is necessary to improve accessibility is that which has used the evaluation result, and the largest group among those who feel it is necessary to improve evaluation quality is that which has referred to but did not use the evaluation result. The largest group among those who feel it is necessary to develop a mechanism to utilize evaluation is that which has never referred to evaluation results.

Based on these results, those who have used evaluation results are willing to use them proactively and tend to request easier access. Those who have not used evaluation results want to see improved evaluation quality so that they can use results for improving projects. Those who have not referred to evaluation results tend to think that the use should be organizationally promoted by developing a mechanism to incorporate the use of evaluation results into routine operations.

Now we will analyze specifically what is needed in each category of “development of a mechanism for utilization of

evaluation results,” “improvement of accessibility,” and “improving evaluation quality” using the results from the descriptive responses of the questionnaire.

a. Mechanism of Utilization

Consolidating the existing system within JICA has priority over introducing a new system.

JICA has promoted the development of a mechanism to incorporate the use of evaluation results into routine operations by adding a new section titled “Lessons Learned from Past Experience” in the Ex-ante Evaluation Document. However, as mentioned already, there are people who do not know about this new section.

Some recommended introducing a new system, such as indicating the department name that requests feedback at the end of the Evaluation Report, etc. Still, many expressed different views; for example, “any system that might hinder the smooth implementation of the project itself should be avoided” and “awareness of each individual staff member or concerned person is no less important than a system.” To consolidate the existing system in which evaluation results are referred to and used to compile the Ex-ante Evaluation Document should be a primary task.

b. Improvement of Accessibility

As specific means to improve accessibility, enhancement of JICA Knowledge Site and a database capable of search for similar projects are needed.

As described already, more than 50% of respondents consider it important to improve accessibility to evaluation results in order to promote their further use. This result has not changed from the previous study, but when looking at the medium of access that needs improvement, the top three answers are “JICA Knowledge Site” (206), “JICA website” (163), and “Designated office cabinets” (74). Compared to last year, the number of JICA staff members who feel it necessary to improve the JICA Knowledge Site has notably increased (Figure 1-34). This implies that many staff members want access not only to evaluation results but also to various information relevant to target sectors and issues.

As far as the Knowledge Site is concerned, many replied that there was a lack of information and that the Knowledge Site itself should be improved to make it more user-friendly. Although the improvement of the Knowledge Site is under way, progress varies depending on the sectors and issues. Continuous efforts are still necessary to improve convenience and enhance the contents.

It was also found that many felt it necessary to improve search functions; for example, to be able to find similar projects even if their names are unknown. Reflecting the fact that the number of cases where evaluation results are referred to or used at the time of formulating projects (Figures 1-12 and

Figure 1-33 Improvements Necessary to Use Evaluation
(N=625 people, Multiple Answers)

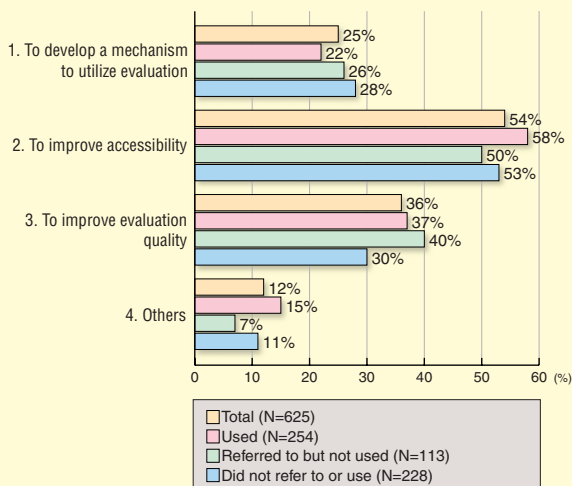
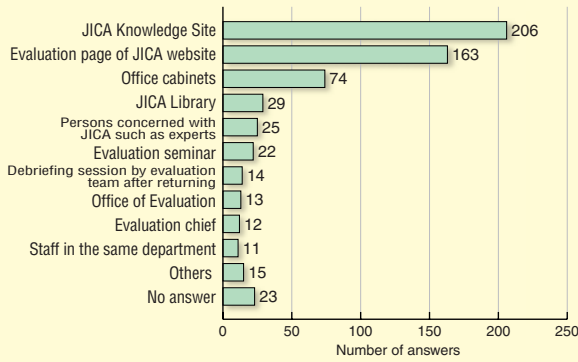


Figure 1-34 Improvements Necessary to Obtain Evaluation Results
(N=339 people, Multiple Answers)



1-20) is on the rise, it can be concluded that a function that will make it easy to search for evaluation results of similar projects is required.

The overall needs for obtaining evaluation results through electronic media, including websites, are high, as described already. Therefore, it is necessary to continue efforts to respond to these needs. As a means to improve access, particularly from overseas offices, digitization of evaluation results is essential.

c. Improvement of Quality

For improving the quality of evaluation results, recommendations and lessons need to be effectively analyzed and presented so that feedback is secured afterwards. In addition, evaluation results should be described in an easy-to-understand manner.

A little less than 40% of the respondents pointed out improvements in the quality of evaluation results are necessary, and this is particularly noticeable among those who referred to but did not use evaluation results as mentioned already. The respondents were then asked to select specific improvements to be sought through multiple choice, and the results were as follows: “recommendations (105),” “lessons (100),” “evaluation methods (88),” “evaluation results (five evaluation criteria, etc.) (80),” and “achievements and implementation process (45)” (Figure 1-35).

The descriptive responses to the questionnaires indicated a need to draw out recommendations and lessons with feedback in mind; for example, “results and recommendations need to be compiled in view of providing feedback to similar projects,” “emphasis should be placed on how to apply the lessons learned to the ongoing project or other similar projects,” and “it is important to present easy-to-understand lessons by clarifying what was good and what was not good.” Others pointed out that information should be presented in such a way as to clearly convey useful information; for example, “specific details should be included,” “descriptions should be easy to read and understand,” and “some descriptions need

to be more specific.”

The operations to which they would like to apply evaluation results in the future include: “planning and revising similar projects,” “identifying, formulating and adopting projects,” and “management of similar projects.”

The study asked the respondents to choose the operations to which they would like to apply evaluation results, and the results show “planning and revising similar projects (420),” “identifying, formulating and adopting projects (366),” “management of similar projects (273),” and “implementation of evaluation study (226)” (Figure 1-36). The results are similar to those obtained last year, indicating a tendency that they would like to use evaluation results to upgrade the quality of operations, such as formulating new projects and management of similar projects.

In order to improve the quality of evaluation, it is concluded that useful information should be described and presented in an easy-to-understand manner so that recommendations and lessons can be effectively used for the formulation of projects.

(5) Conclusion

Based on the study results described thus far, the tasks to be performed in the future to enhance feedback of evaluation results are summarized below.

1) Fostering Incentives for the Use of Evaluation Results

The primary reason for not referring to evaluation results is “can handle duties without using them,” and nearly 40 % of those who have not referred to evaluation results answered that they did not access any media to obtain evaluation results. This is perhaps because the significance and objectives of evaluation as well as the advantages of the use of evaluation results have not been fully recognized. To provide those who have not referred to evaluation results with incentives to use them, two ways should be effective: developing a mechanism in the oper-

Figure 1-35 Improvements Necessary for Evaluation Quality (N=223 people, Multiple Answers)

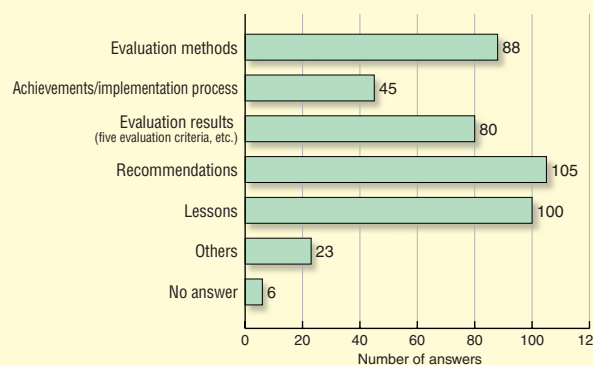
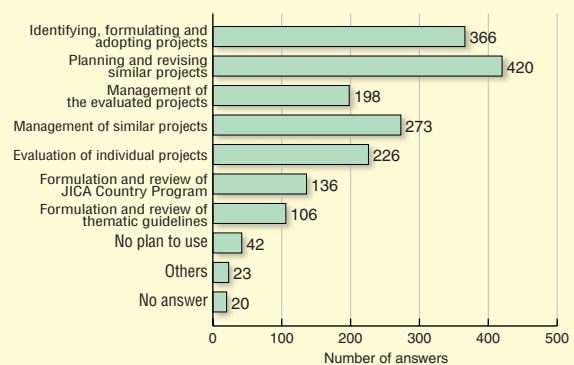


Figure 1-36 Operations for Which Evaluation Results Will be Used in the Future (N=625 people, Multiple Answers)



ation process, and improving awareness about evaluation.

As far as a mechanism is concerned, as mentioned above, the obligation to fill the section of “Lessons Learned from Past Experience” in the Ex-ante Evaluation Document has been thoroughly introduced since fiscal 2003. However, this mechanism is still at an early stage and has yet to be widely recognized. With regard to introducing a new system, there are concerns about the mechanism becoming stultified or imposing additional operational burdens. It is therefore necessary first to consolidate the existing system.

As for improvement of awareness, the possibility of positive cycles is likely to be generated; once people use evaluation results and realize the effectiveness, they refer to evaluation results at the next time. Thus, it is expected that the number of people who recognize the effectiveness of the use of evaluation results will increase as time passes. This is due to the expectation that awareness about the use of evaluation results will increase once the incentives identified in this study are activated by various encouraging factors in promoting feedback of evaluation results (Evaluation Chief System, participation in evaluation study, information and opinion exchanges in daily operations and study sessions, filling out Ex-ante Evaluation Documents, and efforts by individual departments). It may take some time to provide such incentives to each person in charge and to raise full awareness about the effect of the use of evaluation results. Nonetheless, it is considered effective to continue proactive efforts such as deepening understanding about the usefulness of feedback during various evaluation training sessions, and disseminating the good practice of feedback to learn from successful cases. The Good Practice Award (Feedback Promotion Award) should be effective in achieving this end.

2) Improving Convenience for Obtaining Evaluation Results

The use of electronic media is becoming popular for obtaining evaluation results. JICA has made efforts to enhance the Evaluation page of the website, and the number of people who access has increased as the page improves by presenting summary of evaluation results by fiscal year and evaluation type. JICA needs to continue enhancing this website; at the same time, many would like to see improvements in the Knowledge Site as an access source. Efforts in relevant sectors and issues are therefore necessary to incorporate information (including evaluation results) that is particularly useful for the launch of projects into the Site.

It is necessary to pay attention to the following points while enhancing and improving access to evaluation results.

- Further dissemination of information about how to access evaluation results
- Enhancing the convenience of the media by upgrading the search function to facilitate easy access to information on

similar projects

- Creating a network linkage by centralizing the relevant information as much as possible to secure an aggregated source of information

3) Improving the Effectiveness of Evaluation Results

The most important task is the improvement of the quality of evaluation. When the quality of evaluation results is not sufficient, they are not used for the improvement of operations, even if they are referred to. Also the person in charge will doubt the effectiveness of the evaluation itself. Recommendations and lessons, in particular, need to be compiled in view of feedback from evaluation results. Many staff members would like to use lessons at the stage of launching a project, and it is thus necessary to make organizational efforts to enlist specific information that is frequently used, such as characteristics of sectors and issues, characteristics of countries and regions, management methods, and project planning methods, etc.

The possible specific tasks include selecting evaluation reports that can be role models through secondary evaluations by external experts and disseminating them as good evaluations, and extracting concrete, generalized lessons by evaluating multiple projects in a cross-cutting manner by sector and issues or country and region.

Good Practice Award (Outstanding Evaluation Award) and Synthesis Study on Evaluation Results then should be useful to accomplish these tasks.

3-3 Good Practices of Feedback

(1) Establishment of JICA Good Practice Evaluation Award

1) Background and Objectives

As introduced in Section 3-1 of this chapter, JICA promotes feedback of evaluation results to improve projects and takes various measures to this end. In the process of these endeavors, we have realized the importance of improving the quality of evaluations, sharing good practices of evaluation results used for projects, and learning from experiences so as to promote feedback of evaluation results. As observed in the previous section, it is particularly necessary to promote efforts with these points in mind in order to make use of evaluation results for project improvement.

As a result, JICA launched the Good Practice Evaluation Award in fiscal 2004, as part of its activities to encourage a learning organization. This award aims to share knowledge within the organization for the purpose of improving learning effects by selecting and awarding high-quality evaluations and feedback cases of evaluation results that can be role models for others, and provide the incentives for promotion of

feedback by improving the quality of evaluation.

The Good Practice Evaluation Award consists of two categories: Outstanding Evaluation Award and Feedback Promotion Award. The winners in each category are awarded by the Chair of the JICA Evaluation Committee, and good practices are shared widely both inside and outside of JICA*.

a. Outstanding Evaluation Award

The Outstanding Evaluation Award is exclusively bestowed upon high-quality evaluations, in which appropriate studies and high-quality analyses were conducted, and effective recommendations and lessons were drawn on solid grounds. Those evaluations are expected to be role models for others.

b. Feedback Promotion Award

This award is exclusively bestowed upon model efforts, in which lessons learned from evaluation results or other similar projects were used at the time of planning, managing, and evaluating a project in order to improve the project.

There are two sub-categories in the Feedback Promotion Award. The Ex-ante Evaluation Award is bestowed upon excellent cases in which lesson learned from other similar projects have been fully and effectively used at the time of formulating a project, and the selection has been conducted based on the section of the “Lessons Learned from Past Experience” in the Ex-ante Evaluation Document. The General Award is bestowed upon excellent cases in which efforts have been made to improve projects by using evaluation results or lessons from similar projects in a more general sense.

2) Outstanding Evaluation Award

■ Methods of Selection/Criteria

The selection of the Outstanding Evaluation Award recipients was made by a selection committee including external experts following discussions in a working group comprising the members of JICA’s departments based on secondary evaluation** results that are performed by the Advisory Committee on Evaluation. Selection criteria are as follows.

- Evaluation framework (appropriateness of schedule, staff composition and specialties)
- Information gathering (appropriateness of evaluation questions and methods of information gathering)
- Current situations (examination of achievements and project implementation processes, assessment of causal relations)
- Analysis (objectivity and comprehensiveness of analysis)
- Evaluation (appropriateness of five evaluation criteria and conclusions)

- Recommendations and lessons (credibility and usefulness of recommendations and lessons)
- Report (understandability of the descriptions and data presentation in the report)

■ Results

As a result, four projects were selected from the projects subject to secondary evaluation by the Advisory Committee on Evaluation in fiscal 2004 (terminal evaluations of 48 technical cooperation projects).

3) Feedback Promotion Award

■ Methods of Selection/Criteria

The selection of the Feedback Promotion Award recipients was made by the selection committee including external experts following discussions in a working group comprising the members of JICA’s departments based on the results of the preliminary selection in which a large number of evaluation chiefs participated. Selection criteria are as follows.

● General Award

- Selection of lessons (effectiveness of the lessons from the source project)
- Methods of use (practicability of methods of use, importance of the contents)
- Occurrence of effects (occurrence of specific effects, prospect of future effects)
- Overall evaluation of use of lessons of individual projects
- Overall evaluation of organizational efforts

● Ex-ante Evaluation Award

- Selection of lessons (effectiveness of the lessons from the source project)
- Methods of use (practicability of methods of use, importance of the contents)
- Overall evaluation of use of lessons of individual project

■ Results

Three projects were selected as General Award winners from 21 projects reported as good practices of feedback of evaluation results in the questionnaire given to JICA departments and domestic and overseas offices. Five projects were selected as Ex-ante Evaluation Award winners from 41 projects that conducted ex-ante evaluation during the six-month period starting with February 2004, when the section of the “Lessons Learned from Past Experience” was added as a revision of the Ex-ante Evaluation Document. The following section will introduce specific efforts made by the winners.

(2) Examples of Efforts of Winners of Feedback Promotion Award

Among the winners of the JICA Good Practice Evaluation Award in fiscal 2004 those that won the Feedback Promotion

* The Outstanding Evaluation Award and Feedback Promotion Award target evaluations and efforts of the relevant projects themselves. JICA has a separate award, The JICA Award, for projects with excellent outcomes.

** Details are available in Part 4 of this report.



Lesson at a pilot school (Project for Development of Science and Mathematics Teaching for Primary and Secondary Education in Indonesia)

Award are outlined in this section as they are closely associated with the theme of this chapter, namely the improvement of projects using evaluation results. Please see the article in Box 15 for the efforts of the Outstanding Evaluation Award winners.

1) Feedback Promotion Award (General Award)

a. Basic Education

Lessons from the past have been used in various ways in projects in the field of basic education, such as applying the lessons from specific projects in the past or from cross-cutting synthesis studies to new projects, and applying the lessons learned from multiple projects to a specific new project.

The Project for Strengthening Cluster-based Teacher Training and School Management in Viet Nam and the Strengthening Child-centered Approach in Myanmar Education have included training for school managers coupled with teacher training in the activities. This action was based on the lesson that says it is important to promote understanding and establish a system to encourage the participation of school managers and administrators, which was obtained from the result of Synthesis Study on Evaluation in Science and Mathematics Education Projects. The lesson learned from the Strengthening of Mathematics and Science in Secondary

Education in Kenya, the Strengthening Child-centered Approach in Myanmar Education and the Project for Development of Science and Mathematics Teaching for Primary and Secondary Education in Indonesia clarified the cost sharing for activities such as training that must be discussed in advance for sustaining the project after the termination of cooperation. Based on this lesson, for projects in the field of basic education it is recognized as being necessary to reach an agreement in advance with a partner country for sharing of costs in training in order to ensure sustainability of the project. Furthermore, in the Project for Development of Science and Mathematics Teaching for Primary and Secondary Education in Indonesia, the project activities for the latter half were changed to field-oriented activities such as integrating mock classes, based on the mid-term evaluation results that said focus should be placed not only on teachers colleges, but also on how students, the end beneficiaries in the education field, will change.

In addition, there are other cases of using past lessons for project planning and management. For instances, in order to implement activities in accordance with the academic year of local schools, the duration of a project was adjusted flexibly.

Using knowledge management, establishing a thematic task force, and conducting synthesis evaluation accumulated knowledge and experience, thus greatly contributing to the use of lessons. As efforts particularly made by the education task force, the Sharing Luncheon meetings were held two or three times a month to exchange practical information among JICA staff and experts, in addition to conventional meetings. Relevant information in the education sector, including evaluation results of projects, is exchanged and shared in the Sharing Luncheon, thus greatly contributing to the promotion of feedback of evaluation results.

b. Information Technology

In the information technology sector, lessons from various

Project Outline

Feedback Promotion Award (General Award)

Basic Education

Project for Strengthening Cluster-based Teacher Training and School Management in Viet Nam (September 2004–September 2007)

Viet Nam has identified the improvement of education as a high-priority policy, and the government has declared a shift from rote- and lecture-oriented learning to student-centered learning as a specific means to this end. In this situation, this project has been conducted in order to develop a training model for teachers, school managers, and local education administrators for the introduction of new curriculums.

Strengthening Child-centered Approach in Myanmar Education (November 2004–November 2007)

The official enrollment ratio and completion ratio of primary education in Myanmar remain low at 67% and 40% respectively because of poor access to schools in rural areas, rote- or lecture-oriented teaching methods and rigid systems for

grade promotion, and admissions to higher schools. In order to improve these conditions, the project endeavors to reform as part of the curriculum of teachers colleges and establishes a training system for in-service teachers so that student-centered learning will become widespread.

The Project for Development of Science and Mathematics Teaching for Primary and Secondary Education in Indonesia (October 1998–September 2005)

The spread of primary education in Indonesia has been remarkable in recent years. However there are various issues including the poor quality of teachers and the lack of educational facilities. Since strengthening science and mathematics education responding to the need for advanced scientific technologies is particularly essential, the project provides cooperation in training for in-service teachers in science and mathematics and improvement of teacher training programs at major universities.

Strengthening of Mathematics and Science in Secondary Education in Kenya (May 1997–May 2002)

Kenya, due to financial difficulties, was suffering from shortages of textbooks, teaching materials, and teachers of science and mathematics, and the quality of education, particularly in the areas of science and mathematics education, declined markedly. In order to improve this situation, this cooperation was implemented to develop a training system for trainers in each region based at the Kenya Science Teachers College and an in-service teacher training system in pilot areas throughout the country. Currently, Phase 2 is underway to expand the training system nation-wide and also disseminate it to surrounding countries.

similar projects in the past have been utilized for subsequent projects.

Based on the lesson learned from the Information Technology Human Resource Development Project in the Philippines that cooperation projects in the IT sector should be short-time intensive programs to avoid obsolete technologies during the project period because of the rapid pace of technological advances, the duration of the Information Technology Upgrading Project in Jordan was shortened from five years to three years. This project was the first case of outsourcing to the private sector in this field and it enabled the short-term dispatch of experts with the right knowledge and appropriate timing. This system actually responded to a lesson learned from the Viet Nam Information Technology Training, which explains that expert dispatch programs should be combined with short-term experts to respond to rapid technological advances and specialized technologies. This project shed light on private outsourcing, which was utilized subsequently.

Other lessons from past projects were applied to the Information Technology Upgrading Project in Jordan and Information Technology Human Resource Development Project in the Philippines. These lessons from the past are the following two. The first lesson is the introduction of commission-based salaries for lecturers by courses that were charged. Equipment, which can be procured locally such as computers, needs to be obtained from the country. These efforts have allowed for a proper response to challenges such as obsolete advanced technologies and equipment and the specialization of technologies, thus leading to improved quality of projects. Enhancing the system of training centers and charging for training programs have contributed to the sustainability of projects after the completion of cooperation.

c. Uzbekistan-Japan Center for Human Development in Uzbekistan (Mid-term Evaluation) and Japan Center Projects (Technical Cooperation Project)

At the mid-term evaluation, the Uzbekistan-Japan Center for Human Development developed and implemented evaluation methods in line with the contents of the project based on the mid-term evaluation of the Vietnam-Japan Center, which was the only available example of evaluation of Japan Center Projects at the time.

Specifically, the evaluation of the Vietnam-Japan Center Project applied the usual five evaluation criteria. However, in addition to these five criteria, the evaluation of the Uzbekistan-Japan Center Project analyzed the factors that contributed to its success in relation to the role of the Center in the whole area of business as well as in the area of Japanese language education in Uzbekistan, and examined future directions in detail. This attempt was based on the perspective that it is essential to obtain evaluation results that fully reflect the characteristics of the Japan Center Projects, which are different from achievement-oriented normal Technical Cooperation Projects. Objectivity of evaluation was also increased by involving external experts who were well versed in the conditions of Uzbekistan in addition to the partner organizations from the Japan side. In this way, points of views and points to be considered when evaluating the unique Japan Center Project that is different from regular Technical Cooperation Projects became clear and contributing factors to its success were fully analyzed.

Implementation of the Japan Center Projects used to be undertaken by different departments, and sharing know-how became an issue as the number of projects increased. Then, a mailing list was set up for 120 to 130 stakeholders associated with the Japan Center (experts, offices, and relevant departments of the headquarters) to share information. Activities in each Center have been introduced and information on management has been exchanged using this mailing list. The Japan Center Website has been launched to cater to different Japan Centers around the world and to share information on the activities and operations of each Center. This approach

Information Technology

Information Technology Upgrading Project in Jordan

(December 1999–November 2002)

Jordan is not well endowed with natural resources and thus prioritizes the development of human resources. In particular, human resources development in the information technology (IT) area is a priority issue. This project aimed to contribute to the development of IT industries and human resources by transferring client/server (C/S) system technologies, managing training courses unique to the partner country, and providing software development services.

The Viet Nam Information Technology Training

(March 1997–March 2003)

The government of Viet Nam has reinforced the information engineering area as part of its Doi Moi policy, and aims to create an informational society to improve productivity and promote quality control. Under this situation, the project cooperated

with the development of a management system in Viet Nam so that they are able to independently run training programs and seminars on information processing in line with the needs of the industry.

Information Technology Human Resource Development Project in the Philippines

(July 2004–July 2008)

Promoting high-value IT industries, such as software development, is an issue in the Philippines. It is therefore necessary to develop IT professionals who meet the needs of the industry. In this project, related technologies are transferred to the Philippines so that they are able to continue providing IT training to increase the technological level of IT-related human resources.

Japan Center Project

Uzbekistan-Japan Center for Human Development in Uzbekistan

(December 2000–November 2005)

Innovative reforms to introduce market principles are under way in Uzbekistan. However, there are many issues such as reforming state-owned enterprises and fostering the private sector that have to take place before developing a market economy. JICA has opened the Uzbekistan-Japan Center for Human Development in Uzbekistan for fostering human resources who can undertake the practical work of establishing a market economy and promoting mutual understanding between Japan and Uzbekistan. Specifically, business courses are set up, Japanese language courses are offered and information about Japan is transmitted from the Center. Similar Japan Center Projects have been implemented in other countries including Kazakhstan, Cambodia, Kyrgyzstan, Viet Nam, Myanmar, Mongolia, and Laos.



Business course at the Japan Center in Uzbekistan

links Japan Centers around the world and enables effective information sharing and exchange.

2) Feedback Promotion Award (Ex-ante Evaluation Award)

a. The Master Plan Study on Rural Electrification Project by Renewable Energy in Cambodia (Development Study)

A wide range of lessons extracted from the reports of the various committees and study groups in the area of rural electrification using renewable energy and similar related projects are used for formulating new projects.

One example is clarification of the nature of cooperation by setting an objective to promote electrification as an improvement of social welfare. This action was based on a lesson from the preceding Study on Utilization of Photovoltaics for Rural Electrification in Kiribati, which indicates that setting a clear-cut goal focusing more on social welfare than on development of economic infrastructure led to the formulation of an appropriate electrification plan. Moreover, this study gives consideration to the consistency among existing electrification plans or electricity development plans while confirming the progress of these plans. This is based on a finding of the Study on Rural Electrification Project by Renewable Energy in Lao People's Democratic Republic that said the basic project plan was consolidated

through a detailed study of the existing electric systems and the clarification of the concept of rural electrification. Furthermore, lessons learned from similar projects in the past are utilized for formulating new projects with regard to the following areas: promotion of understanding of the residents (particularly understanding of the technical limits of renewable energy), enhancement of the implementation capacity of the partner country, strengthening of the framework to promote electrification projects, and the development of a clear business model or mechanism to ensure sustainability and independence.

b. Strengthening Child-centered Approach in Myanmar Education (Technical Cooperation Project)

Synthesis study in the education area and lessons learned from the similar projects in the past are used for the formulation of a new project.

This project set out to transfer full knowledge and skills for student-centered learning to school managers and administrators through training as a project outcome. This was based on a lesson from the Thematic Evaluation: Synthesis Study of Evaluation in Science and Mathematics Education Projects, which reveals the importance of involving school managers and administrators to foster understanding and to establish necessary systems. Another applied lesson from the same synthesis study was to make sure that the number of levels of the cascade system, a teacher training system in which training is handed down from top to bottom, is limited. In response, the project set three levels: (1) faculties of teachers colleges, (2) trainers for school groups, and (3) regular primary school teachers. Based on the lesson learned from Strengthening of Mathematics and Science in Secondary Education in Kenya, which indicates that independence and sustainability were ensured because training implementation costs and participation fees were borne by the pooled fund on the Kenyan side, this project decided not to provide participation fees in the

Project Outline

Feedback Promotion Award (Ex-ante Evaluation Award)

The Master Plan Study on Rural Electrification Project by Renewable Energy in Cambodia

(November 2004–July 2006)

A disparity between urban and rural areas has become an issue in Cambodia in recent years. In particular, the development of living infrastructure including power in the rural areas where much of the impoverished live has to be addressed. This project formulates an overall plan for promoting electrification projects in rural areas in Cambodia and transfers technology that enables the Cambodian side to update and formulate an electrification plan on its own.

The Study on Utilization of Photovoltaics for Rural Electrification in Kiribati

(March 1992–February 1994)

This is a rural electrification project in North Tarawa of the Republic of Kiribati. After studying the needs and the payment capacity of residents, solar photovoltaics were installed in 55 houses comprising six villages, and technical cooperation in operation and

management was also conducted.

The Study on Rural Electrification Project by Renewable Energy in Lao People's Democratic Republic

(October 1998–December 2000)

A pilot project for rural electrification was implemented in the same manner as the Kiribati project, targeting six villages. In addition, a basic plan for rural electrification using renewable energy in Laos was drawn up based on various data from the pilot project.

Strengthening Child-centered Approach in Myanmar Education

(November 2004–November 2007)

See p. 66

Capacity Building of Master Training for Modernization of Customs Administration in Viet Nam

(August 2004–August 2007)

For accession to the WTO, Viet Nam is required

to comply to international standards for customs procedures. This project aims to upgrade the capacity of implementing staff training through training instructors and developing teaching materials so that the Viet Nam side can train customs officers themselves.

Customs Modernization Education (Local In-country Training) in Viet Nam

(Fiscal 2001–2003)

Improvement of transparency and accountability of customs administrations, and expedition and simplification of customs procedures have become urgent tasks in Viet Nam to promote foreign investment and trade. Furthermore, customs procedures are required to comply with international standards before its accession to the WTO. Consequently, this project provided a total of 33 training courses in three years in Hanoi and Ho Chi Minh to enable customs officers to acquire the necessary basic knowledge and skills for the introduction of the international standards of customs procedure.

training for primary school teachers in order to ensure economic independence, sustainability, and ownership.

c. **Capacity Building of Master Training for Modernization of Customs Administration in Viet Nam (Technical Cooperation Project)**

The terminal evaluation results of the preceding project are used for the formulation of a subsequent project.

The terminal evaluation of local in-country training entitled Customs Modernization Education, which precedes this project, concluded that since only general knowledge of customs was taught in the training program, trainees were not able to acquire professional skills and knowledge. In other words, the project could not train the staff to be instructors. Thus, this project narrowed the focus area to customs collection, which is a high-demand issue, and decided to provide intensive cooperation. The terminal evaluation result also indicates that the lectures were given by Japanese short-term experts to the officers of all the regional customs stations with the assistance of interpreters in the local language, and this hindered instruction in line with the individual needs of regional customs bureaus. Learning from this, the language barrier was removed by the establishment of a system in which Vietnamese customs officers trained as instructors provide training directly to fellow officers. In addition, a plan was made to increase independence and respond to individual local needs by having the Vietnamese customs bureaus run training programs with their own human and financial resources.

d. **Reproductive Health Project in Afghanistan (Technical Cooperation Project)**

As experiences in the target country are limited, experiences and lessons from several projects in this sector are combined and used for formulating and managing effective and efficient projects. Such projects include the Maternal and Child Health Project in Pakistan, an Islamic country, and the



Meeting at a base hospital (Reproductive Health Project in Afghanistan)

Maternal and Child Health Project (Phases 1 and 2) in Cambodia, which was then in the reconstruction process.

Specifically, there was a lesson indicating that in order to effectively implement activities for improving reproductive health it is necessary to improve the overall reproductive health system through comprehensive implementation of the following measures, in addition to upgrading the clinical technology level of health care professionals: (1) improving the capacity of planning and management control of administrators at both the central and local government levels, (2) formulating and executing policy guidelines and principles, and (3) improving healthcare facilities. Based on this lesson, training has been offered to upgrade the capacity of administrators in planning and management; a study has been carried out on policy-making capacity and operation management capacity in the reproductive health field; and clinical services centered at base hospitals have been strengthened. The lesson learned from the Maternal and Child Health Project in Cambodia is that there is a lack of proficiency in English and a lack of capacity in the use of computers in the country in the reconstruction process. Based on this lesson learned, interpreters have been allocated and computer training has been provided for effective cooperation.

Reproductive Health Project in Afghanistan
(August 2004–August 2009)

In Afghanistan, people suffer from a poor health environment and the mortality rate for pregnant women is 1,600 for every 100,000 cases, the highest rate in the world. This project has tried to strengthen policies through training for administrators, improve services at base hospitals, and develop related human resources in the field of reproductive health.

The Maternal and Child Health Project in Pakistan
(June 1996–June 2001)

As evident from the high mortality rate of pregnant women in Pakistan, health conditions for mothers were poor, and the qualitative and quantitative improvement of healthcare professionals such as nurses and midwives was an urgent task. This project provided maternal and child health centers with technical cooperation to conduct basic re-education of healthcare professionals to improve maternal health.

The Maternal and Child Health Project (Phase 1 and 2) in Cambodia

(April 1995–March 2000, April 2000–March 2005)
The aim of the cooperation in Phase 1 of this project was to strengthen clinical services and develop human resources of the National Maternal and Child Health Center, in order to improve the poor maternal and child health conditions in Cambodia. The cooperation in Phase 2 has continued to enhance the function of the Center and develop human resources in the field of maternal and child health since 2000.

Study on Revitalization of Small and Medium Enterprises in Argentina

(August 2004–March 2006)
Argentina has specified sustainable economic growth accompanied by increase in employment as the primary task for recovery from the economic crisis in 2001, and has emphasized revitalization of the economy, especially manufacturing industries. In this sense, the development of small and

medium-sized enterprises is particularly important and various efforts have been made to this end. This project isolates issues associated with the strengthening of competitiveness of small and medium-sized enterprises in Argentina and recommends solutions to such issues, while utilizing Japanese experience in the development of and assistance for small and medium-sized enterprises.

Artisan Craft Development Plan for Rural Industrialization in Socialist Republic of Viet Nam
(February 2002–March 2004)

Viet Nam has been facing disparities between urban and rural areas in recent years. In particular, labor redundancy in rural areas is a serious issue. In this project, an analytical study and a pilot project were carried out with the primary purpose of promoting local artisan crafts and creating employment opportunities in the non-agricultural sector. A master plan for promoting artisan crafts was further formulated based on the results.

e. **Study on Revitalization of Small and Medium Enterprises in Argentina (Development Study)**

In light of the strong trend of decentralization in Argentina, lessons learned from the preceding project carried out within a decentralization framework are used.

Specifically, the preceding study, the Artisan Craft Development Plan for Rural Industrialization in the Socialist Republic of Viet Nam, provided the lesson that it is difficult for a local government to formulate effective and efficient plans to support small and medium-sized enterprises by itself even under a decentralization policy, and it is therefore necessary to implement a pilot project in collaboration with all the

concerned parties in the area of supporting small and medium-sized enterprises. Based on this lesson, this study aims to establish an implementing framework by concerned parties including the private sector, increase common awareness, and formulate practical and sustainable measures supporting small and medium-sized enterprises.

There was a report from senior volunteers in the area of support for small and medium-sized enterprises in Argentina that supporters of small and medium-sized enterprises in Argentina were, in general, poor at giving on-site instructions on production control and productivity. To counter this situation, a study was conducted emphasizing on-site experience in production control in order to improve the on-site problem-solving capacity and assist small and medium-sized enterprises, thus intensively strengthening the production control system.

Box 15 Examples of Efforts of Winners of Outstanding Evaluation Awards

(1) Terminal Evaluation Report on the Groundwater Development and Water Supply Training Project in Ethiopia

This evaluation fully grasps current conditions based on large amount of quality data collected through questionnaires and interview surveys. Then the evaluation examines hindering factors that occurred during operation such as an inappropriate set of indicators and a lack of common awareness among related personnel. It also clarifies issues to be dealt with and future directions.

(2) Terminal Evaluation Report on Information Technology Upgrading Project in Jordan

Performance data in terms of outputs and project purpose in each year are sufficiently accumulated through monitoring (changes in the number of clients, changes

in the level of knowledge, etc.), and an analysis is conducted in accordance with each indicator, based on such quantitative and qualitative data. The report is clear and well written, effectively using tables and charts and the attachment of concise documents such as questionnaire results and outlines of the interviews, etc.

(3) Terminal Evaluation Report on the Project for Family Planning and Gender in Development (Phase 2) in Jordan

The implementation rate of family planning in the target region, which is the indicator of the achievement rate of the project purpose, is sufficiently analyzed based on quantitative data. The data include the difference with the national index and the change in awareness using pre-test and post-test data collected at the workshop.

The evaluation came out with clear

grounds and high credibility.

(4) Terminal Evaluation Report on Strengthening of Mathematics and Science in Secondary Education in Kenya

The project includes monitoring and evaluation indicators to show the change in the attitude of teachers and improvements in the quality of teaching methods; and the results of monitoring is used for terminal evaluation. Thus, a reliable analysis is made on the outcomes and the degree of achievement of the project purpose with a combination of quantitative and qualitative data. Clear and specific recommendations and lessons on project targets and periods are extracted based on the evaluation results, and they are presented in an easy-to-understand manner.

Project Summaries of Related Projects

The Groundwater Development and Water Supply Training Project in Ethiopia

(January 1998–January 2003)

The national diffusion rate of water supply in Ethiopia is extremely low, compared to the average rate of Sub-Saharan countries, and people are compelled to spend much time and effort to secure water for everyday life. Consequently, this project aimed to supply sufficient and safe water through technical training to local government officers engaged in the development of groundwater and water supply projects. The results of cooperation showed the improvement of technical level in water supply and living conditions in the local community though there was still a need to improve the training system of the partner.

Information Technology Upgrading Project in Jordan

(December 1999–November 2002)

See p. 67

This project was completed with some success, generating outcomes such as improvements in technologies on the Jordanian side.

The Project for Family Planning and Gender in Development (Phase 2) in Jordan

(July 2000–June 2003)

In Phase 1, cooperation was provided for promoting family planning in a model area that is the most conservative and poorest region in the South. In this Project (Phase 2), the target area was extended from the model area to promote further family planning and to encourage the

social participation of women, as a continuation of the outcomes of Phase 1. This cooperation contributed not only to a change in women's actions, which was the intended objective, but also to a significant change in the awareness of men.

Strengthening of Mathematics and Science in Secondary Education in Kenya

(May 1997–May 2002)

See p.66

As a result of the project, a training system for in-service teachers was established and the quality of mathematics and science education improved; so the project was effective. Currently Phase 2 is under way to expand the outcome regionally.