Part 3

Program-level Evaluation

Part 3 Program-level Evaluation

Part 3 introduces program-level evaluations conducted by JICA in fiscal 2004.

Program-level evaluation evaluates and analyzes a set of projects in relation to a specific country, development issue, or cooperation scheme in a cross-sectional manner. Its objective is to examine the effectiveness of a JICA program comprehensively and draw out recommendations and lessons that can lead to improving the program. Evaluation results are disclosed completely to ensure transparency and accountability. They are also used for formulating and revising program implementation policies such as JICA Country Programs and thematic guidelines, modifying cooperative approaches for effective program implementation, and formulating and implementing individual programs and projects.

JICA selects themes strategically from a medium-term perspective in line with priority issues in JICA's cooperation and international aid trends, and conducts evaluation systematically. In fiscal 2004, underlining JICA's efforts for human security and strengthening program approach and focusing on drawing out lessons useful for effective implementation of such efforts, JICA conducted the evaluations shown in Table 3-1.

Program-level evaluation is carried out as ex-post evaluation, in principle. However when most projects in new cooperation fields are still under way and are not ready for evaluation of their final effects, in order to implement more effective cooperation JICA reviews its past undertakings and experience to extract lessons in some cases. In fiscal 2004, JICA reviewed peace-building assistance in Afghanistan.

Program-level evaluation is planned and implemented after setting evaluation questions and examining evaluation methods suitable for the theme. For example, in the Gender Evaluation in Participatory Community Development, the beneficiary's opinions were deliberately collected by means of interviews and their empowerment was analyzed and assessed using a qualitative method. In the Volunteer Program (Japan Overseas Cooperation Volunteers)—Cases of Malawi, Vanuatu, and Honduras, in addition to similar qualitative analysis, a questionnaire survey was conducted targeting JOCVs and their host organizations in order to examine the effects of the JOCV as quantitatively as possible. An analysis and evaluation was also performed in combination with a quantitative approach.

In addition, from the perspectives of increasing objectivity of evaluation results and securing expertise, participation of external experts and external evaluation commissioned for specialized organizations are being promoted for program-level evaluation. As part of such efforts, all program-level evaluations ensure the participation of external experts in the theme concerned as evaluation advisors. Some evaluations are contracted out to external organizations such as universities and consulting firms equipped with expertise in the theme concerned. Among the evaluations conducted in fiscal 2004, "Economic Partnership" was contracted

Table 3-1 Program-level Evaluations (Conducted in Fiscal 2004)

	Title of Evaluation	Target Country
Thematic Evaluation	Gender Evaluation in Participatory Community Development	Guatemala, Nepal
	Thematic Evaluation on Communicable Disease Control in Africa	Ghana, Kenya, Zambia
	Volunteer Program (Japan Overseas Cooperation Volunteers) —Cases of Malawi, Vanuatu and Honduras	Malawi, Vanuatu, Honduras
	Program Evaluation (Basic Education Sector in Honduras)	Honduras
	Synthesis Study of Evaluation in Higher Education	Thailand, Laos, Kenya, Tanzania
	Economic Partnership	Indonesia, Thailand, Philippines, Malaysia
Review	Peace-building Assistance: Review of Assistance to Afghanistan	Afghanistan

out to a collaboration between a university and a consulting firm. Furthermore, in order to increase the objectivity of evaluation results as well as improve the quality of future evaluations, JICA has third-party experts who are not involved with the evaluation concerned conduct secondary evaluation of evaluation results, disclosing reports of secondary evaluation results along with the evaluation results concerned.

Out of program evaluations conducted by JICA in fiscal 2004, Part 3 provides summaries of two thematic evaluations in relation to assistance that reaches people in need and empowerment, which are important perspectives of human security "Gender Evaluation in Participatory Community Development" and "the Volunteer Program (Japan Overseas Cooperation Volunteers)—Cases of Malawi, Vanuatu and Honduras," as well as two evaluations with the focus on cooperation impact from the viewpoint of a program approach "Thematic Evaluation on Communicable Disease Control in Africa" and "Program Evaluation (Basic Education Sector in Honduras)." And, lastly, this part presents a summary of "Peace-building Assistance: Review of Assistance to Afghanistan."

The original reports introduced here can be viewed in full text from on JICA's website (www.jica.go.jp/english/evaluation/index.html).

Thematic Evaluation

Chapter 1 Assistance that Reaches People in Need

People-centered development assistance that reaches people in need and empowers those who play a key role in future development is one of the principle concepts of human security. Chapter 1 introduces two thematic evaluations that deal with the assistance that reaches and empowers people. The first evaluation, "Gender Evaluation of Participatory Community Development," analyzes the effective methodology of JICA projects for assisting participatory community development from a gender perspective, and assesses relationships between changes in the target communities in terms of empowerment of the residents and efforts based on the gender perspective. The second evaluation, "the Volunteer Program (Japan Overseas Cooperation Volunteers)—Cases of Malawi, Vanuatu, and Honduras," reports on the results of an evaluation of the activities of the Japan Overseas Cooperation Volunteers Program, which conducts participatory and grassroots assistance that reaches people, in the three countries as a case study.

1 Gender Evaluation of Participatory Community Development

1-1 Outline of Evaluation Study

(1) Background and Objectives

JICA has been promoting community development through residents' participation in efforts to strengthen the assistance that directly benefits people at the grassroots. However, important perspectives to assess the development of the given community, such as residents' participation and gender perspectives, have not necessarily been adequately explored. The reality is that various efforts have been made at the level of each project. This evaluation study analyzed the efforts of JICA's participatory development projects in terms of a gender perspective, and aimed to draw out lessons with the purpose of contributing to the implementation of more effective and efficient implementation of participatory projects in the future.

First, in this study, participation was defined as "a process to empower citizens, both men and women, through voluntary engagement in development, to share information on various social and institutional issues that could impede self-realization and improvement of living conditions and well-being in their own community, and to acquire the means to solve problems."

Based on this concept, the following hypotheses were set: The adoption of approaches which incorporate gender perspective in participatory community development instills empowerment in both men and women at the individual, household, and community levels, which eventually enhances the self-sustainability and efficiency of the project. Through the study of the hypothesis, verification of the effectiveness of participatory community development in terms of gender perspective was achieved.

(2) Evaluation Study Period and Team

1) Evaluation Study Period

June 2004 to December 2004 (Field studies were conducted in Guatemala and Nepal from August to October 2004.)

2) Evaluation Study Team

The evaluation study was organized and supervised by the Office of Evaluation of the Planning and Coordination department. An Evaluation Study Committee was set up, consisting of the Gender Equality Team of the department and the external evaluation advisors listed below. Based on the strategies discussed and finalized at the Evaluation Study Committee, the external advisors, the Office of Evaluation, and a consultant (IC Net Limited) undertook the actual studies and compiled reports.

Evaluation advisors

Yoshiaki Nishikawa, Professor, Faculty of Economics, Kurume University

Yoko Fujikake, Associate Professor, Graduate School of Tokyo Kasei-Gakuin University

Yumiko Tanaka, JICA Senior Advisor

(3) Projects Subject to the Study

Six projects that had been completed between 2002 and 2004 were selected for the evaluation study (Table 3-2). These six projects included four Technical Cooperation Projects and two development studies in specific sectors (rural development, forest conservation, and administrative support), aiming at participatory community development. Out of the six projects, field studies were conducted for two projects each in Nepal and Guatemala.

Table 3-2 Projects Subject to the Study

Country	Project Title	Scheme	Abbreviation	Project Period
Bangladesh	Participatory Rural Development Project	Technical Cooperation Project	Bangladesh PRDP	2000.4- 2004.4
Nepal	Community Development and Forest/Watershed Conservation Project (Phase 2)	Technical Cooperation Project	Community Development Project in Nepal	1999.7- 2004.7
Philippines	The Cebu Socio-economic Empowerment and Development Project	Technical Cooperation Project	Cebu SEED	1999.3- 2004.8
Laos	The Agricultural and Rural Development Project in Vientiane Province (Phase 2)	Technical Cooperation Project	Agricultural and Rural Development Project in Laos	1997.11-2002.10
Guatemala	The Master Plan Study on Sustainable Rural Development for the Eradication of Poverty in the Central Highland Region	Development Study	Central Highland Project in Guatemala	2000.2-2003.3
Kenya	The Master Plan on Integrated Rural Development Project in Baringo Semi-arid Land Area (Marigat and Mukutani Divisions)	Development Study	Baringo Rural Development Project in Kenya	1997.7-2001.12

1-2 Framework of the Study

(1) Evaluation Hypotheses and Evaluation Questions

According to the above-mentioned objectives, the following three hypotheses were developed for this evaluation study.

1) Participatory development is not necessarily conducted based on a gender perspective. In addition, participatory development does not automatically lead to the empowerment of citizens.
2) Participatory development based on a gender perspective promotes the empowerment of both men and women.
3) Participatory development based on a gender perspective promotes the empowerment of individuals (both men and women), households, and communities, generating a positive development impact.

In order to verify the evaluation hypotheses, the following three questions were designed.

Question 1 (Analysis of Implementation Process)

What kinds of efforts based on a gender perspective were made and what outcomes were generated by the target project?

Question 2 (Verification of Changes)

What kinds of changes (positive/negative) did the efforts based on a gender perspective bring to the local communities and the residents?

Question 3 (Extraction of Lessons)

What lessons were extracted from questions 1 and 2?

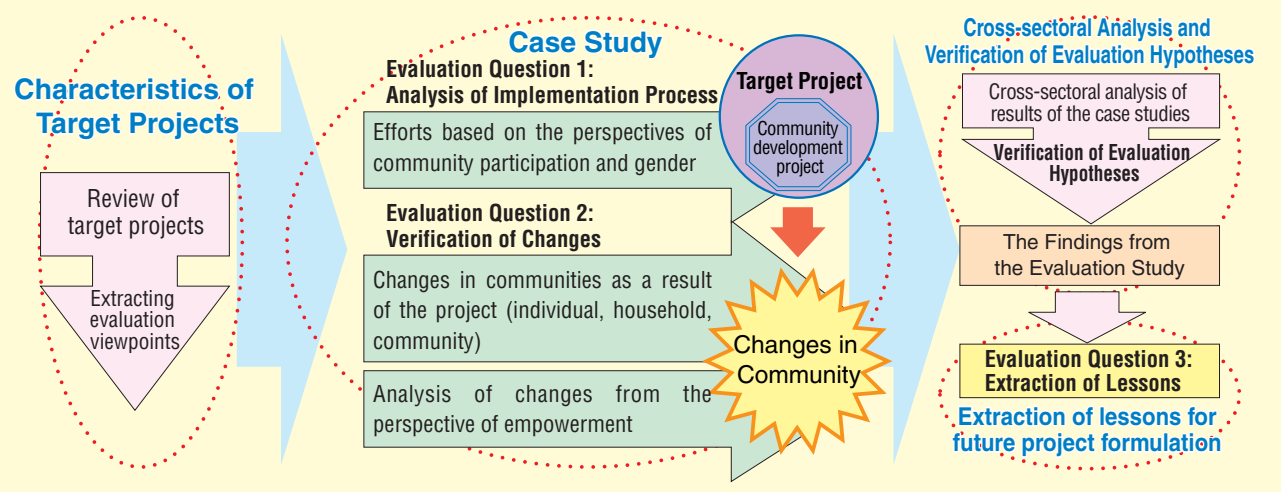
(2) Evaluation Methods

Based on the three evaluation questions above, this study analyzed the implementation process and verified the changes as shown in Figure 3-1. For the first question, the implementation process of the target projects was analyzed from the perspective of community participation and gender. For the second question, the changes brought about by the projects were analyzed from the perspective of empowerment. From these analysis results, lessons were drawn. Major evaluation methods include document reviews, interviews with domestic stakeholders as domestic surveys, interviews with local stakeholders, and questionnaire surveys conducted by local consultants as field surveys.

1-3 Characteristics of Target Projects

This section reviews the information concerning the socio-economic conditions and gender situations in the partner countries of the target projects primarily using documents and it also examines the characteristics of the projects from the perspectives of

Figure 3-1 Framework of Gender Evaluation in the Thematic Evaluation



community participation and gender.

(1) Perspective of Community Participation

All six projects aimed at achieving a project purpose through the implementation of community development activities involving community participation. Community participation in this context was regarded as a means for improving the efficiency and effectiveness of the project implementation and its sustainability. It should be noted that there was no mention of the sharing of recognition of community participation among the stakeholders in any documents.

From the document materials, the definition of the citizens who were expected to participate, the details of their participation, and who was actually expected to do what were not clear at the planning stage of each project. Regarding the implementation stage, there was no detailed information on the changes in community participation, such as the gender of participants in the implementation process, the attitude of participating citizens, nor on outcomes and impacts, though there were various kinds of activities to promote participation.

(2) Gender Perspective

As far as analysis of the documents is concerned, all the projects except one define the term "gender" as the difference between men and women, and the cultural and social background and structure that have formed the concepts and norms of gender were not discussed. All the projects but two did not explicitly position the gender perspective in the project purposes.

In reality, participation of women and capacity improvement were actively promoted, primarily centered on gender focal points*, in all the projects, where activities through women's groups were carried out. However, the evaluation on the effectiveness and achievements of the implementation process were not confirmed from the documents.

1-4 Case Studies

In order to collect more accurate information on activities based on community participation and gender with which the document review revealed constraints, field surveys were conducted for two projects: the Central Highland Project in Guatemala and the Community Development Project in Nepal. The results from the field surveys were then verified from the perspectives of community participation and gender. In particular, after verification of the project implementation process from the perspectives of community participation and gender, changes resulting from the project implementation were analyzed in relation to the project purposes and from the perspective of empowerment, and the findings were then examined. As shown in Table 3-3, the field surveys targeted a wide range of concerned parties at the macro level (mainly the central government), the mezzo level (mainly local governments) and the micro level (mainly local residents, key informants in the target community,** and participants in the project).

For the analysis from the perspective of empowerment, evaluation was based on the following theory: The general interpretation of "empowerment" is that "individuals or organizations obtain independent decision-making capabilities and economic, social, legal, and political power with awareness (and exercise their capabilities), and eventually achieve social reforms."*** For the purpose of this evaluation, empowerment was considered to have been achieved if changes observed at the individual, household, and community levels were linked to the forces which brought changes in gender relationships and community structure, or if such changes eventually occurred. "Individual empowerment," as used in this evaluation study, means that the changes to an individual brought about by the project resulted in the individual gaining economic, social, or cultural powers that will bring changes in relationships with others. "Household-level empowerment" means that changes or empowerment of an individual brought about by the project resulted in changes in the hierarchy or gender relationships within the household. Household-level empowerment also includes cases where changes in the household influenced by other factors changed the relationship between a husband and wife. "Community-level empowerment" means that the changes (or empowerment) of individuals or households stated above resulted in changes in the structure of a community and of gender relationships. Community-level empowerment also

Table 3-3 Targets of the Field Surveys

	Guatemala	Nepal
Macro-level	• C/P organizations • Steering Committee • Organizations in charge of gender issues • Other donors	• C/P organizations • Organizations in charge of gender issues • Other donors
Mezzo-level	• C/P organizations (local level) • Local administrations	• C/P organizations (local level) • Local administrations • Ministry of Women
Micro-level	• Key informants (male and female): influential individuals, representatives of the community, nurses • Project participants (male and female) • Spouses of project participants (male and female) • Non-participants of project (male and female) Total: 132 people	• Key informants (male and female): influential individuals, representatives of the community, midwives, social workers, literacy facilitators • Project participants (male and female) • Spouses of project participants (male and female) • Non-participants of project (female) Total: 111 people

* Experts or parties concerned with the project who have a role in carrying out activities from a gender perspective

** In this evaluation, regional societies that were evaluated are called "communities." Community in this case means a group defined by area and social relationships in each target region. It corresponds to "region" in the Central Highland Project in Guatemala and "ward" in the Community Development Project in Nepal.

*** Development and Gender: International Cooperation for Empowerment (2002) written and edited by Tanaka, et al.

includes cases where external factors, including the project, influenced and changed the way of thinking and actions of community decision-making organizations or key persons, thus resulting in changes in the existing social structure and gender relationships. On the other hand, sometimes changes brought about by the project weakened individual powers. While there are cases where such changes strengthened the social structure in a household or community, there are also cases where such changes expanded the gender disparity. Those cases were considered as negative empowerment in this evaluation study.

The results of the field studies conducted with the above stated perspectives are shown below.

(1) The Master Plan Study on Sustainable Rural Development for the Eradication of Poverty in the Central Highland Region of the Republic of Guatemala

The Master Plan Study on Sustainable Rural Development for the Eradication of Poverty in the Central Highland Region of the Republic of Guatemala (hereinafter referred to as the Central Highland Project in Guatemala) was conducted as a development study from 2000 to 2003 for the purpose of formulating a sustainable rural development plan to reduce poverty and provide technology transfers to the counterparts (C/P). A rural development activity called the Pilot Program for Poverty Eradication was implemented to assess the feasibility of the plan. The case study was conducted for one of the four target regions in the project.

1) Positioning of Community Participation and Gender Perspective

This project positioned community participation as a crucial factor for ensuring sustainability of the project purpose, which was the improvement of residents' living standards. Specifically, community participation was believed to contribute to the enhancement of residents' capabilities through the information collected on the residents' needs by a community participatory survey at the planning stage, and the residents' participation in the implementation of the community development program at the implementation stage. The community development program was implemented based on three principles: 1) The program is implemented in a bottom-up way instead of a top-down way; 2) The program is planned, as a rule, based on the problems and the needs identified by the target community and residents; and 3) The program is implemented through the participation of residents. There was recognition among the Japanese experts that one of the purposes of community participation was to rebuild trust among the community, trust that was destroyed by the civil war. However, there was no clear definition as to which residents should participate in the project.

The position of the gender perspective in this project was not stated at the planning stage and specific input plans for activities based on the perspective (such as dispatch of gender experts) were not formulated. However, at the implementation stage, various activities in consideration of gender were implemented. The Master Plan for Sustainable Rural Development (hereinafter referred to as "M/P") created at the end of the planning stage that was applied to the first half of the project specifically states the importance of gender equality. At the implementation stage, the rural development program was implemented based on this M/P.

2) Implementation Process of the Project

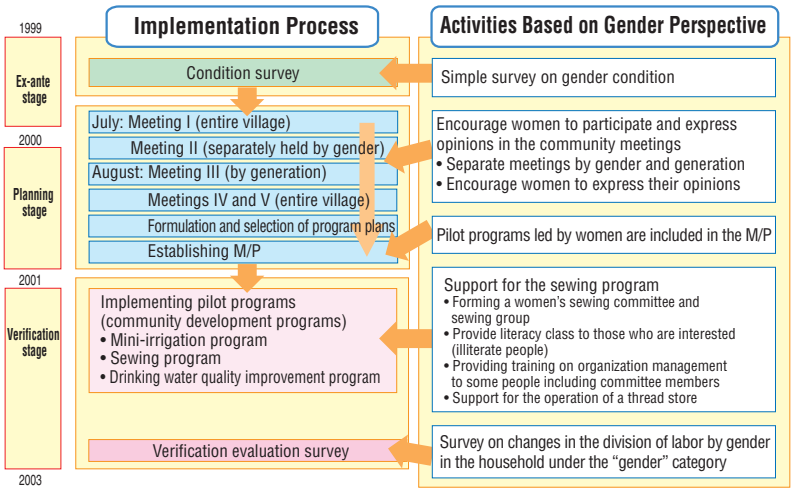
The evaluation was conducted for the three stages, ex-ante, planning, and implementation, that correspond to the implementation process of the project. After studying the conditions of the target community at the ex-ante stage, a sustainable rural development plan (M/P) was established at the planning stage based on the community participatory survey conducted under three objectives: 1) analyzing the current conditions of the communities in the four selected regions; 2) identifying community's problems, needs, and potentials from the residents' view; 3) extracting development approaches using a community participation method (pilot program plan). In the implementation stage called the verification survey, priorities from the development approaches in the M/P established at the planning stage were selected and implemented with community participation. The objectives of the verification survey were 1) monitoring and evaluation of technical relevance through the implementation of the pilot program; 2) monitoring and evaluation of the implementation organization, support system, and operation conditions (maintenance and management) of the pilot program; 3) monitoring and evaluation of the improvement of residents' problem-solving capabilities. After the verification survey was completed, each program was evaluated (verification evaluation), lessons learned were extracted through the verification evaluation, and incorporated into the M/P. In the Xeatzan Bajo Region (hereinafter referred to as "Bajo") targeted for the case study, three pilot programs—mini-irrigation program, drinking water quality improvement program, and sewing business promotion program—were selected from 11 development approaches (project plans) and implemented as shown in Figure 3-2.

3) Changes as a Result of the Project and Empowerment at Each Level

In the activities in Bajo Region of this project, community development programs that reflected the residents' needs extracted through community meetings were selected at the planning stage, and those programs were implemented with the residents' participation. In some cases, participants of the rural development programs achieved the project purpose, "poverty reduction through improving capacity and livelihood," by the participation. Therefore, it can be said that the community participation contributed to the achievement of the project purpose.

On the other hand, it was revealed that the participation was limited to one group of residents. The participants in the sewing

Figure 3-2 Implementation Process and Activities Based on Gender Perspective in the Xeatzan Bajo Region



program were limited to women who made huipil and the participants in the irrigation program were limited to men who owned farmlands in the irrigation area. Also noteworthy is that attitudes of participants vary by gender. For example, there were cases where women's needs were not reflected in the decisions because women could not express their opinions even though they attended the community meetings. Moreover, there was a disparity among women; for example, women who were not directly involved in the implementation of any program could not receive any benefit from any program. It was found that due to limited consideration of the gender condition of the local residents, the implementation of the project unintentionally created disparity in the regional community, resulting in the creation of disparity or inequality among people of the same gender as well as between men and women. Through this evaluation study, it became apparent that this imbalance among participants was one of the factors that lowered the sustainability of the community development programs themselves. For example, it made the position of project activities in the entire rural development plan ambiguous. Activities limited to women (sewing) or men (irrigation) prevented mutual coordination and cooperation.

In the project in the Bajo Region, activities in consideration of gender were regarded as having the same meaning as activities for women. Through the activities for women, women were encouraged to participate in community meetings and express their opinions at the meetings, and women's needs were reflected in the community development plan (rural development plan), although in a limited way. The encouragement for women's participation in meetings and community development programs also contributed to the promotion of women empowerment. In some cases, not only individual-level empowerment but also household-level empowerment was realized in the sewing program.

(2) Community Development and Forest/Watershed Conservation Project in Nepal (Phase 2)

The Community Development and Forest/Watershed Conservation Project in Nepal (hereafter referred to as the Community Development Project in Nepal) is a technical cooperation project targeting two wards (Kaski and Parbat) in hill areas of Midwestern Nepal. Phase 1 was implemented from 1994 to 1999, Phase 2 from 1999 to 2004, and the Follow-up Phase from July 2004 to July 2005.

Phase 1 was a pioneer project for JICA's community participatory projects implemented for the purpose of improving the residents' livelihood through voluntary activities and, as a result, the natural environment and soil productivity improved. It was also implemented as a package cooperation with the Greenery Promotion Cooperation Project, which was a group dispatch of Japan Overseas Cooperation Volunteers. Phase 2, based on the experience gained in Phase 1, aimed at establishing a rural resources management model involving the residents' positive participation from the planning to the evaluation stages of the activities. This evaluation targeted Phase 2 and two wards (a ward is an administrative unit smaller than a village) from the 10 Village Development Committees (VDC) of the two districts in the project target area.

1) Positioning of Community Participation and Gender Perspective

This project adopted a community participatory approach, meaning the project purpose, the establishment of a rural resources management model, would involve residents' participation from the planning to the evaluation stages. In particular, the positive participation of residents in the planning and implementation stages of the project was expected to improve their organizational management skills and implementation capabilities from planning to monitoring of community development programs.

The operation guidelines of the project placed importance on a community participatory approach as a core concept, and clearly stated the positioning of such approach as follows: "The most important concept of the project is the recognition that the enhancement of capabilities for the residents to individually understand and solve problems is crucial for sustainable rural resource management since residents are the ones who make a living utilizing the rural resources. In the project, assistance is provided to residents through subprojects (community development programs) in all areas, where a community participatory approach is adhered to throughout. Therefore, all project activities must be implemented using a bottom-up method, based on the recognition that residents' positive participation must be encouraged."

Residents' contribution of labor was adopted as a form of participation in community development. Although there was no description of the participants, the contents of activities included

activities that involve socially disadvantaged residents such as women and people in the lower caste (occupational caste: OC) according to the basic concept regarding gender and equality stated below.

This project positioned the perspectives of society and gender as crucial factors for the achievement of its purpose. The project operation guideline referred to gender and equality as a basic concept, as well as the above-mentioned community participation. Specifically, it states that "in order to properly promote the integrated rural resource management by community participation, it is necessary to involve all residents in the management equally. Therefore, the project must give cautious and appropriate consideration to maintaining equality in all activities of the project in order to increase equality of benefit and participation of the socially disadvantaged people, including the poor, OCs, and women. Any activities that run counter to that principle shall not be supported." It also referred to the implementation of a special program (POWER*) for the capacity development of residents who receive non-favorable treatment. In this project, expressions such as "gender and social equality" and "social gender" are used in order to ensure that the poor and OCs as well as women are included in the category of socially disadvantaged people (the socially vulnerable) and to confirm that an unequal social structure lies behind it.

2) Implementation Process of the Project

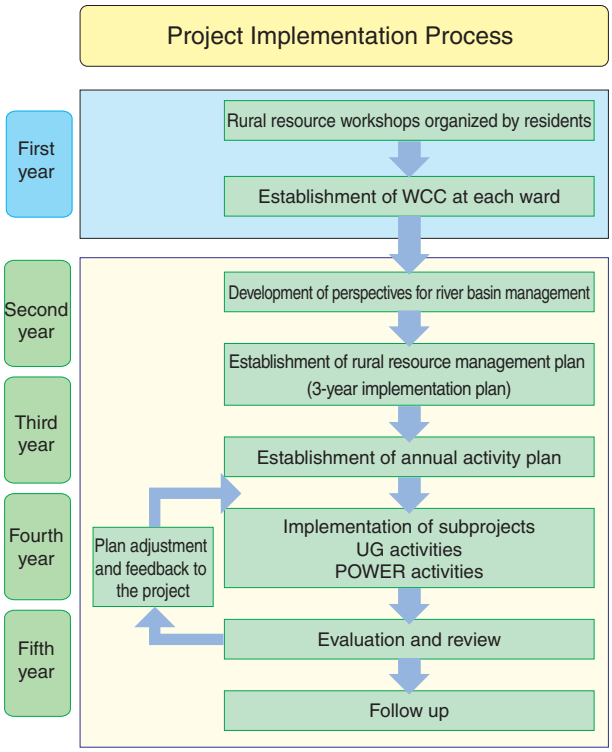
This project was implemented according to the process shown in Figure 3-3, aiming at establishing a rural resource management model with a community participatory approach, under the overall goal of poverty reduction and conservation of the natural environment in hill areas in Midwestern Nepal. Micro-level activities and programs mainly for wards included the establishment of a Ward Conservation Committee (WCC) consisting of representatives from villagers, the formulation of a rural development plan by the WCC, and the development and implementation of community development programs called subprojects in accordance with the plan.

The subprojects were implemented through the users group (UG) organized for each subproject and under the supervision of the WCC. Other community organizations include a POWER Group of illiterate women.

3) Changes as a Result of the Project

In this project, community participation was clearly positioned as a crucial factor for achieving the project purpose at the planning stage. Additionally, utilizing and upgrading the roles of an existing community decision-making organization called the Ward Development Committee (WDC), a new community decision-making organization called the Ward Conservation Committee (WCC) was established. Through the WCC, the project planned to provide assistance suited to the existing social

Figure 3-3 Implementation Process of Community Development Project in Nepal



structure of the community. To that end, residents were involved in the planning of rural resource management at the community level. At the center of the project activities were the implementation of community development programs, called subprojects, based on the plans established through the above-mentioned process. Subprojects were implemented through a UG and a community organization called POWER, both of which were formed as part of the project, with support from the WCC. The WCC undertook the maintenance, management, and monitoring of the subprojects. The community activities were conducted with detailed assistance from motivators who connected residents and the project, and mid-level technicians (MLT) of the counterpart government.

In conclusion, the entire process of the project adopted a community-participatory approach. Benefits from and participation in the project enhanced the community's capacities, producing positive changes at all levels from individual, to household, to regional community.

On the other hand, the project also created disparity. The project considered the gender of participants, and established priority and numerical targets for participation of the socially vulnerable to promote their participation. However, the participatory forms varied and those which resulted in empowerment were limited. Similarly, while participation in the form of labor contribution to the UG was mandatory to all beneficiaries, decision-making on UG activities was limited to only some residents. The participation without the right of decision-making limited empowerment.

*It is also referred to as the POWER Program. POWER is an acronym of "Poor people," "Occupational caste" and "Women's Empowerment for Resource" management program.

Among the project's activities, the POWER group's activities aimed at direct empowerment through training and subprojects targeting only the socially vulnerable. However, there were regulations regarding the number of participants (limited to 30), requirements for participation (illiterate people), etc., which limited participation. There were also cases where people gave up participation for geographical reasons or because of opposition from peers. In these cases, the implementation of the project

BOX 8 Examples of Gender Empowerment Obtained from the Case Study

In this case study, interviews and questionnaire surveys were conducted to verify the changes and empowerment at the micro level targeting a wide range of local residents, key informants of the communities, and male and female participants in the project (132 people in Guatemala and 111 people in Nepal). Examples of empowerment confirmed through these surveys are stated below from the viewpoints of the individual, household, or community.

1. The Master Plan Study on Sustainable Rural Development for the Eradication of Poverty in the Central Highland Region of the Republic of Guatemala

● **A case of a woman who was empowered by a non-participant in the project (individual woman's empowerment)**

"When the project began, I was so busy with taking care of my baby that I could not participate in community meetings and the sewing program. I could not take a literacy class either. But I often go to the thread store created by the project. Since my husband controls our household finance, I need to ask my husband for money when I need to buy something for the house. (…) Now that the thread store in the village operated by the sewing group sells things in small amounts at a reasonable price, I can buy materials anytime I want to make textiles and as a result, my income has increased. I also feel secure knowing that I have my own income all the time. I can now buy cheap living wares with my own income and I don't have to ask my husband for money every time."

(Non-participant, a customer of the thread store, in her 20s)

● **A case where the relationship between a husband and wife changed as a result of the wife's participation in a literacy class (household-level empowerment)**

"My husband is a tailor (using a sewing machine). Because I could not read or write before, I could not take orders when a customer came while my husband was away. But I can read and write now thanks to the literacy class I attended. Now I can take orders by writing down messages from customers and filling out invoices. My husband trusts me with business now and he is happy that he doesn't have to worry about his business when he goes out."

(A member of the sewing group, participant in literacy class, in her 20s)

● **A case where the regional community was changed by women leaders (community-level empowerment)**

"When the sewing program started, I participated as an ordinary member. Then when the second committee was organized, I became a committee member. (…) I was then a deputy chief but now I am the committee chief. The committee activities are hard but thanks to being a committee member, I was able to learn accounting. We are very happy that we now have our own bank account in Patzun and we can withdraw or deposit money on our own. I was also able to expand my view of the world thanks to the opportunities to visit places I have never been before to purchase thread. (…) Though I am grateful for these various experiences, I still find it difficult to deal with many things sometimes. But if I quit, 600 women who come to the thread shops will be in trouble and that thought keeps me going."

(A sewing committee member, 29 years old)

2. Community Development and Forest/Watershed Conservation Project in Nepal (Phase 2)

● **A case of a POWER member who was empowered through participation in the WCC (decision-making organization) (individual woman's empowerment)**

"There are 10 POWER members in Ward 1 of my village (Saraukhola). Among them, seven are OCs and two who participate in the WCC as POWER representatives are also OCs. The two POWER representatives, who are OCs and had never attended any committees, including the WCC, with men, initially could not express any opinions even though they attended the WCC meetings. Through POWER activities, they gained confidence, have become used to attending WCC meetings, and gradually started to express opinions on behalf of POWER. These are definitely the changes brought by POWER."

(Saraukhola Village Motivator, a male in his 30s)

● **A case where conversation between husband and wife changed because of wife's participation in a POWER literacy class (empowerment of a household)**

"My husband never valued my abilities because I was illiterate. But I learned reading and writing at a POWER literacy class, and I am now able to exchange letters with my husband who is working away from home. My husband was surprised that I really learned reading and writing through training, and he now approves of the POWER activities. Through the exchange of letters, my husband became appreciative of my capability for social activities and we now discuss community problems and our problems at work."

(A POWER member, Ward 6, 38-year-old OC)

● **A case where a WCC male member changed his perception of gender through training (community-level empowerment)**

"The two main male members of the WCC in my ward (accountant and secretary) disregarded the importance of gender activities, and had negative views about female group activities. At WCC meetings, they disturbed POWER members' attendance and expression of opinions. (…) But when they saw the economic success of the OC women's livelihood improvement group in other communities on a study tour, they were inspired by the effect that the economic success of women can bring. After returning from the study tour, they started helping the purchase of pigs to support the POWER livelihood improvement activities in our ward."

(Motivator in Thumki, a male in his 30s)

resulted in the expansion of disparity between participants and non-participants. Such an imbalance of participation not only created disparity in the regional community but also became a factor that inhibited the sustainability of the programs, group activities, and the entire community at large.

This project clearly positioned a gender perspective as a crucial factor for the achievement of the project purpose from the planning stage. Accordingly, as stated above, activities for empowerment of the socially vulnerable, especially women, were carried out through POWER. Additionally, the WCC and POWER were called on to improve the recognition of gender issues. These activities contributed to promoting changes and correcting disparities in gender relationships at the household and community levels as well as enhancing individual empowerment.

On the other hand, it has to be noted that participation in activities focusing on gender was limited to only some residents in the target communities. The unbalanced participation in the POWER group has already been described above. The call for the improvement of recognition of gender issues only targeted the WCC and POWER, leaving the UG, which many residents (mainly males) participated in, relatively unfocused. As a result, many residents could not take direct part in the gender activities. Those people who could not participate could not receive the benefits from such gender activities, resulting, in part, in the disparity and lowered sustainability of the community development programs.

1-5 Verification of Evaluation Hypothesis by Cross-sectoral Analysis of the Evaluation Results

(1) Verification of Hypothesis 1

Participatory development is not necessarily conducted based on gender perspective. Furthermore, participatory development does not automatically lead to the empowerment of citizens.

In this study, it has been revealed that there were gender disparities in the selection of target residents and in the forms of participation in the projects with community participation. There were cases where participation in projects did not automatically result in empowerment. The main reasons for this are that appropriate consideration was not given to the gender condition of target communities when determining the selection criteria of participants in the project, and that there were some people who could not participate even though they met the selection criteria because the number of participants was uniformly limited. There were also cases where, although community development programs and activities by community groups were organized by the residents themselves and implemented with the community participatory approach, the decisions were made only by males or

Women weaving ethnic costumes in the sewing program (Central Highland Project in Guatemala)

a few influential males, and thus, those activities did not result in gender empowerment in the community due to lack of recognition and understanding regarding gender among the residents themselves.

The participatory approach adopted by the projects subject to the case study has various aspects such as residents' attendance to community meetings, expression of opinions, involvement in the decision-making, institutionalization, selection and registration of group participants and committee members, enrollment in training, contribution to the implementation of a subproject, and enjoyment of benefits generated by the subproject. However, in the project, appropriate consideration was not necessarily given to the participation of women and socially disadvantaged women and men in light of these aspects, confirming the fact that the participatory approach alone does not automatically promote the empowerment of male and female residents.

(2) Verification of Hypothesis 2

Participatory development based on gender perspective promotes empowerment of both men and women.

The case study revealed that there were some cases where activities aiming at correcting the existing gender codes and gender disparity in the target communities promoted female participation and realized empowerment of women. There were also cases where empowerment of women resulted in changes in gender relationships and the empowerment of men. It was found out that when codes made the participation of women in community meetings and development programs more difficult than that of men, women's groups were formed. The case study also confirmed cases where activities to enhance female awareness and capabilities through literacy classes and study tours for the purpose of correcting gender disparity and efforts for improving living conditions resulted in the empowerment of women.

However, as for men, no cases where appropriate consideration was given to more socially disadvantaged men were observed. Therefore, the aspect of gender activities, in which consideration was given to the disparity among men promoted the empowerment of men, was not sufficiently verified.

(3) Verification of Hypothesis 3

Participatory development based on a gender perspective promotes the empowerment of individuals (both men and women), of households, and of communities, generating a positive development impact.

It was confirmed that when an approach in consideration of gender was taken in participatory development, empowerment at each level of individual (both genders), household, and community was further promoted, thus generating positive development effects.

Gender activities include activities to correct the existing gender codes and gender disparity in the target communities as stated above. In these cases, female participation was encouraged, resulting in psychological, economic, and sociocultural empowerment of individual women. Also confirmed were cases where empowerment of individual women brought changes in gender relationships in households and the empowerment of men. At the community level, there were cases where the gender awareness of men increased through involvement in the decision-making process in the village, and the gender understanding of the entire community was promoted, thus resulting in the effective implementation of participatory community development programs.

In the projects studied, the necessity of considering various gender codes and gender disparity in the target communities and the underlying social structures (poverty, caste, etc.) was recognized to some extent, but did not necessarily materialize as actual activities. Consideration of disparity and differences among the same gender was inadequate, unlike that given to differences between men and women.

One of the factors contributing to the limited gender activities in the community participatory development is probably that the contents of and approaches for community participation and gender activities were not examined sufficiently at the planning stage of the project, and the review and monitoring were insufficient in the implementation process. It was confirmed that when gender activities were either standardized or limited, various disparities occur between different genders, among people of the same gender, in individuals, households and the community, possibly lowering the sustainability of the community organization activities and community development programs.

1-6 Lessons Learned for Future Projects

Lessons learned that are deemed effective for the formulation and implementation of effective participatory community development in the future were extracted based on the above stated analysis and are explained with the implementation process below.

(1) Lessons Learned about the Basic Concepts regarding Community Participation, Community Development and Gender

1) Concepts, methods, and forms of participatory community development vary at JICA. Therefore, it is important to share the concept of community participation in the planning stage of a project to set a clear direction.
2) Since the target residents in community development vary each time, it is important to give consideration to and analyze the individual needs and diversity of both male and female residents in the target community.
3) A gender perspective means giving attention to the differences between men and women and analyzing the underlying social structure; however, differences among people of the same gender also need to be analyzed.

(2) Lessons Learned in the Planning Stage

1) In order to promote effective participatory development, it is necessary to clearly position empowerment in consideration of gender (gender empowerment) in the planning stage of a project. For that, the following activities should be effective:
   a. In order to share the concept of gender empowerment among the concerned parties, it is important to clarify and specify in a document the relationships between the project purpose and gender empowerment at the planning stage.
   b. Activities for gender empowerment should be included in the project outcomes and activities.
   c. Gender experts (regardless of gender) and gender focal points by counterpart should be included in the implementation of gender empowerment.
   d. In order to avoid limiting target participants and project activity methods to a limited number of residents, monitoring and evaluation activities in consideration of gender should be included in the implementation process of a project.
2) At the beginning of the planning stage or program implementation stage, it is necessary to analyze various needs and problems of the target community residents, gender roles, and resulting restrictions through a baseline survey (social gender survey), and plan a project according to the analysis results.

(3) Lessons Learned in the Implementation Stage

1) In the implementation stage of a project, it is important to select targets in line with the gender condition of the target community and implement cooperation accordingly. Specifically, the following activities are recommended:
   a. Collect and analyze information depending on the condition of residents when identifying the residents' needs in order to appropriately address various development issues and needs.
   b. Implement gender activities aiming at gender empowerment, such as a literacy class for socially disadvantaged residents.
   c. Enhance activities for female capacity development through female group activities considering the condition of women who find social participation especially difficult.
   d. Implement activities for socially disadvantaged male resi-

dents.

e. Implement activities to improve gender awareness for both male and female residents of the target community in order to enhance the project effects and improve sustainability.

2) When implementing participatory activities, it is necessary to consider gender as well as differences in the needs of the participants, and flexibly change the contents and speed of the activities instead of standardizing them.

3) In order to flexibly address the gender condition of the target community, it is necessary to utilize local resources such as existing community groups and to select a facilitator from the residents.

4) Through gender training and workshops, it is necessary to improve the project-related parties' (experts, counterparts, etc.) recognition of gender activities.

(4) Lessons Learned in the Monitoring and Evaluation Stage

In order to implement participatory community development projects more effectively in light of gender empowerment, it is important to focus on gender at the monitoring and evaluation stage as well as at the other stages. In addition to the ex-post gender evaluation conducted in this study, the regular project evaluation processes such as mid-term and terminal evaluations need a gender perspective. Specifically, activities such as conducting gender evaluation by the evaluation survey team, involving gender analysis experts in the survey team, and monitoring daily activities by placing gender focal points can be considered. The perspectives for these activities are as follows:

1) When conducting an evaluation, it is necessary to confirm the project implementation process in light of gender and differences in attitude (form) of the participants.

2) Changes in the community brought about by the project should be evaluated from the perspectives of both positive and negative empowerment.

3) In order to understand the changes brought about by the project from the perspective of empowerment of the entire community, non-participants and early leavers of the project activities should be included in the evaluation survey.

2 Volunteer Program (Japan Overseas Cooperation Volunteers) —Cases of Malawi, Vanuatu, and Honduras—

2-1 Outline of Evaluation Study

(1) Background and Objectives

JICA dispatches volunteers overseas under such programs as the Japan Overseas Cooperation Volunteers (JOCV) Program, which marked its 40th anniversary in 2005. The JOCV Program works with local people to meet the grassroots needs of developing countries. As a program that promotes and supports the participation of Japanese citizens in international cooperation efforts, the JOCV Program is one of the pillars of JICA's programs.

Since its transformation into an independent administrative institution in fiscal 2003, JICA has made efforts to develop evaluation methods suitable for the nature and characteristics of the JOCV Program in order to evaluate these programs more systematically. Finally, it was decided that the program be evaluated from three viewpoints: "contribution to social and economic development or reconstruction in the partner country," "promotion of friendly relationships and mutual understanding between Japan and the partner country," and "sharing of volunteer experiences with society." In fiscal 2004, through the Secretariat of the Japan Overseas Cooperation Volunteers, JICA officially introduced the evaluation into the JOCV Program.

Thematic Evaluation: The "Volunteer Program (Japan Overseas Cooperation Volunteers Program)—Cases of Malawi, Vanuatu and Honduras—" was carried out to complement evaluations on volunteer programs already being implemented by the Secretariat of the JOCV. Its objective is to comprehensively assess the cooperation effects of the JOCV Program over a longer period of time from the above three viewpoints through three case studies, and to obtain lessons for improving the program.

(2) Evaluation Study Period and Team

1) Evaluation Study Period

December 2004 to July 2005 (Field studies were conducted in Malawi from March 27 to April 17, 2005, in Vanuatu from April 23 to May 15, 2005, and in Honduras from April 23 to May 16, 2005.)

2) Evaluation Study Team

The Office of Evaluation of JICA supervised this thematic evaluation. The study committee consisted of two external experts (evaluation advisors) and the Secretariat of the Japan Overseas Cooperation Volunteers. Evaluation was conducted in accordance with policies determined by the study committee. The Office of Evaluation and consultants (KRI International Corps.) were responsible for research and reporting.

Evaluation Advisors

Hideo Kimura, Professor of the Graduate School of Arts and Sciences, The University of Tokyo

Akiko Seto, Principal of the Japan College of Foreign Languages, Non-profit Education Foundation

(3) Projects Subject to the Study

Considering a whole range of issues, including the history and total number of JOCVs dispatched, the ratio of the JOCV Program to JICA programs as a whole, and the possibility of whether effective lessons for programs in other counties can be drawn from a model case, Vanuatu (in Oceania), Malawi (in Africa), and Honduras (in Latin America) were selected as evaluative target countries. JOCVs dispatched during the past 10 years (from the first group in fiscal 1995 to the first group in fiscal 2004) were selected as evaluative target individuals.

2-2 Framework of the Study

(1) Evaluation Questions

The following evaluation questions were designated under the objectives described in 2-1 (1).

1) What effects did the dispatch of the JOCVs contribute to social and economic development or reconstruction in the partner country, promotion of friendly relationships and mutual understanding between Japan and the partner country, and sharing of volunteer experiences with society?
2) What were the factors that influenced the achievement of these effects?
3) How should the JOCV Program improve in order to generate greater effects?

(2) Evaluation Methods

To examine the above three viewpoints, the following evaluation methods were used.

- Document Reviews: reports from JOCVs, JICA Country Programs, PRSPs, various reports, etc.
- Interview Surveys: parties from the partner countries—ministries, organizations that have hosted volunteers, beneficiaries, etc. (about 160 individuals/groups); volunteers being dispatched (about 80 individuals); parties related to JICA (about 40 individuals); and others
- Questionnaire Survey: host organizations: 90 organizations (58%) responded; ex-volunteers: about 130 individuals (about 25%) responded; volunteers being dispatched: about 110 individuals (about 83.7%) responded; and volunteers to be dispatched: 386 individuals (94.8%) responded
- Observation: observation of volunteers' activities

2-3 Survey Results and Cross-sectoral Analysis

The survey results with regard to each viewpoint are summarized below.

(1) Viewpoint 1: Contribution to Social and Economic Development or Reconstruction in the Partner Country

1) Correspondence with Needs

Table 3-4 shows an overview of JOCV dispatches to the individual countries. For all three countries, the focal dispatch sectors correspond to the development issues and priority sectors described in the partner countries' development plans or PRSPs. The JOCV Program also plays an important role in the JICA Country Program; the correspondence between the focal dispatch sectors and the priority sectors stipulated in the program was also verified. In Honduras in particular, the JOCV Program has been recognized as a valuable aid resource. The JOCV Program for the country intends to provide continuous, focused input under a mid- and long-term perspective. The program is characterized by a strategic determination of focal dispatch sectors and areas based on collaboration with other JICA schemes.

In these countries, JOCVs work in areas that are not easily accessible by other development assistance programs, such as remote islands, and remote and rural areas. In Vanuatu, for example, JOCV is the only program that has been engaging in continuous cooperation activities in remote islands and such areas, where 80% of the nation's population live. In Honduras, the number of JOCVs dispatched to the impoverished area designated as a priority area in the PRSPs has been growing in recent years. In Malawi, many volunteers have been dispatched to rural areas and provincial cities. Making the most of its characteristics,

Table 3-4 Overview of JOCV Dispatches

	Vanuatu	Malawi	Honduras
Starting year of JOCV dispatch	1988	1971	1976
Total number of volunteers dispatched	135 (*1) (6th in Oceania)	1,246 (*1) (1st in Africa)	857 (*2) (1st in Latin America)
Focal dispatch sectors	Education, health and community development	Education, health and agriculture	Human resources (education, etc.), health and agriculture, forestry and fishery
Ratio of the JOCV Program to JICA technical cooperation as a whole (expense-based) *3	About 50%	About 46%	About 30%

*1: as of March 31, 2005 *2: as of April 2005 *3: for the past 10 years (1995-2004)

the JOCV Program makes direct approaches to host organizations and local residents in need, and provides cooperation that reaches local people. In short, the JOCV Program meets the developmental needs of the countryside including remote islands, and remote and rural areas in the partner countries.

Host organizations and other aid agencies pointed out that since JOCVs live and work with local people they have a good understanding of local circumstances and provide advantages in field operations due to their mobility and flexibility.

2) Self-evaluation of JOCVs

a. Setting of Objectives

While the outline of activities to be conducted by JOCVs is described on the application form submitted by the partner country's government when a request for dispatch is made, the setting of specific objectives and the design of an operational plan are the volunteers' own responsibility in principle. They set their objectives according to local circumstances and their own knowledge and skills based on agreement with the host organizations. It was verified that volunteers set their individual specific objectives, although the range of objective varies according to the volunteer. The objectives and the contents of activities are modified as required by local circumstances.

For volunteers who belong to a "group dispatch*" project, in many cases, the project's objective, targets, framework and period are already set, and the outline of volunteer activities and minimum tasks to be implemented are defined. In these cases, the method of objective setting is somewhat different from that of volunteers dispatched individually. Volunteers dispatched as a group set more specific objectives such as developing, in collaboration with volunteers of other occupational types, a universal model toward the reduction of grade-repeat and dropout ratios in primary education. In group dispatch, there are fewer cases of voluntary modification of the objectives and contents of activities than in individual dispatch.

b. What Kind of Efforts Volunteers Have Made during Their Activities

During their activities, volunteers in all three countries practiced such things as understanding relationships in the local community where they work, actively communicating with co-workers and local people, making efforts to adjust their activities to the conditions of the local community and learning the local language. These viewpoints show that many of the volunteers believe that in implementing their activities, it is important to try to communicate with local people and to understand local culture and customs, and to actually practice these things. There are cases where volunteers try to learn Chewa (a local language of Malawi), believing that it is most important to understand conversations between counterparts and farmers, try to communicate with local people by playing soccer with the young people and children, always make proper greetings, and address people by name.

c. Levels of Achievement and Satisfaction

According to the results of the questionnaire survey, about 40-50% (about 70% of ex-volunteers in Vanuatu) of the volunteers evaluate the level of achievement of their objectives as "very good" or "reasonable." Volunteers say, for example, "Looking at a class of 200 students, I felt that it was my task to teach these students. And I believe I have achieved the task" or "I think the training has improved the quality of the trainees. It is very different from that of teachers who have not been trained." On the other hand, some volunteers feel that they are still on their way to achievement, through trial and error. Some of them say, "Sometimes I feel a sense of temporary satisfaction, but looking back on the past year, my involvement in this project does not seem to be having a particularly useful effect" or "I am not yet sure what the local people need."

Asked if they are satisfied with their participation in the JOCV Program, over 80% of the volunteers in all three countries responded "very satisfied" or "reasonably satisfied." The level of achievement and that of satisfaction do not necessarily correspond. Many volunteers feel that they have learned something through their activities and local life, saying, "I am happy to observe changes in the students. When the teachers tell me that it has become easier to teach, I feel satisfied," "I have learned a lot. This was my first time to live and work overseas. I have learned that there are various kinds of people" and "I have learned a lot. In particular, I have become stronger. Now I can survive in an inconvenient environment and communicate with various people. I am satisfied that I participated in the JOCV Program."

On the other hand, volunteers expressed concerns, mainly during the interview survey, over the continuity and sustainability of their activities. One of the volunteers appointed to an organization that constantly hosts JOCVs points out that a consecutive dispatch of volunteers does not really generate a sense of "buildup." This comment shows that even in cases where JOCVs have been dispatched in the past, there is not necessarily a strong sense of continuity. Some wonder what impacts their isolated activities can leave, questioning the continuity of their effects. In Malawi, many volunteers have been dispatched to provide service

*Group dispatch is a type of dispatch in which several volunteers implement collaborative activities toward a common goal. Several volunteers of one or more occupational types are dispatched to one area in some cases, while several volunteers are dispatched to several areas in other cases. Of the programs covered by this evaluation, group dispatches include: the Lobi Horticultural Appropriate Technology Extension Project, in which a team of volunteers was dispatched to Malawi; and the Model Project for Synthetic Reinforcement of Basic Education (MODEL), the Project of the Improvement of Teaching Method in Mathematics (PROMETAM), and the Project of Vector Control of Chagas Disease, all of which were in Honduras. Of these, PROMETAM and the Chagas project are group dispatches in collaboration with technical cooperation projects.

to meet the lack of human resources in the public sector. Some of these volunteers suggest that it is better to train teachers than for volunteers to serve as teachers.

d. Contributing and Inhibiting Factors

Major contributing factors in the achievement of objectives referred to were: good relationships with co-workers and local people; cooperation with other volunteers; practical experience and knowledge obtained before dispatch; and the volunteers' own efforts and ideas. Major inhibiting factors referred to include: lack of language ability; low interest on the side of co-workers and local people, and the lack of cooperative people; lack of practical experience and lack of knowledge; and the policy of activities and JICA's support systems.

Regarding relationships with co-workers and local people, it was confirmed, as described in section b. above, that volunteers actively tried to communicate with local people and to learn about local culture in order to conduct their activities smoothly. It has become clear that their own efforts lead to good relationships. Relationships are also mentioned as an inhibiting factor, as in low interest on the side of co-workers and local people and the lack of cooperative people. This shows that the foundation of volunteers' activities is strongly related to relationships. Whether they can build good relationships and whether they have contact with cooperative people greatly affects the achievement of their objectives.

One example of cooperation with other volunteers referred to as a contributing factor is the active organization of subcommittees and section meetings in Vanuatu and Malawi. These subcommittees and section meetings not only serve as an information-exchange forum but also implement activities for the solution of common tasks including the joint preparation of teaching materials and the joint organization of workshops, contributing to connecting and extending the activities of individual volunteers. Cooperation with other volunteers is also referred to as a contributing factor for group dispatches to Malawi and Honduras. Major advantages of this approach referred to include: it enables volunteers to exchange information on activities and to share operational methods; it can be implemented smoothly because it has a clear direction; it can easily ensure commitment from the partners; it ensures the continuity of activities; and it can allow the achievement of a broader activity than on an individual basis, enabling cooperation that has greater effects. Collaboration was also observed in the three countries between volunteers and JICA experts (JOCVs as program officers in Vanuatu) such as policy advisors dispatched to the central ministries of the partner country. These experts act as a link between JOCVs engaged in fieldwork and at the policy level within the central ministries. The survey results on group dispatches implemented as projects are described in "Present Status and Tasks of Dispatches to Projects" below.

3) Evaluation by Partners

a. Level of Knowledge of JOCV Activities

The level of knowledge of JOCV activities held by host organizations and related ministries were generally high in all three countries. According to the results of the questionnaire survey, over 80% of the host organizations were familiar with JOCV activities "very well" or "to some extent." The interview survey has confirmed that the level of knowledge by the partners is generally high for group dispatches. Beneficiaries also knew what the JOCVs were doing, although the level of their knowledge varied. In some cases, however, without having discussions between volunteers and host organizations in advance, activities to be implemented have been determined by the volunteers and reported to the organizations. Some volunteers dispatched to a country's capital have worked in the communities only to a limited degree. Even in rural areas, some dispatched volunteers have not had sufficient opportunities to meet beneficiaries because these volunteers travel across several areas and stay in one area only for a short time. In these cases, some beneficiaries said that they did not know the details of the JOCV activities.

b. Level of Usefulness and Contribution of JOCV Activities

Overall, JOCV activities are highly appreciated by host organizations as well as local people. According to the results of the questionnaire survey, around 90% of the respondents think that JOCV activities have been "significantly helpful" or "helpful" in improving the issue(s) of their organization.

The field study has collected various evaluations of JOCV activities. In Vanuatu, for example, there is no teaching guidance or textbook for music education at the primary level. Music instruction by JOCVs led to the establishment of a music panel group associated with the Vanuatu Ministry of Education, and the group is now preparing teaching guidance and a textbook. The ministry believes that the volunteers have introduced a new idea to the country. There are other examples of host organizations appreciating changes in specific attitudes, behaviors and abilities of local students and people, saying, "People now follow the practice of washing their hands and brushing their teeth," "Students have gained confidence in playing music in public," and "The calculating ability of students has improved." In Malawi, the managers of host organizations and counterparts appreciate the effects of JOCV activities, saying, "Farmers now can grow vegetables as professionals. They have skills that are different from any other areas," and "Farmers did not work in the fields during the winter before the project was implemented, but now they grow vegetables throughout the year." In Honduras, a host organization says, "The volunteers are highly motivated in giving demonstrations, and these demonstrations also heighten the motivation of teachers." Participants of the training organized by volunteers say, "The volunteers are excellent. Though there is some language barrier, whenever I have questions about the train-

ing, I go ask them. I would like more time to learn from them."

The importance of a bottom-up approach in communities is also pointed out by various respondents. For example, ministries and host organizations appreciate, as part of the characteristics of the JOCV Program, that it can deal with tasks more flexibly than other technical cooperation schemes and that it can understand local needs through cooperation activities in local communities. Regarding collaboration with technical cooperation projects in Honduras, other aid organizations pointed out that experts and volunteers pool their comparative advantages to complement each other, leading to good results. Beneficiaries also have favorable impressions of volunteers' grassroots activities. They say, "The volunteers themselves stepped into a paddy field and showed us the practical techniques of growing rice, soaked in mud," and "I am very satisfied with the volunteers' activities. What pleased me most was that they paid attention to a humble farmer like me. They took trouble to come here, listen to me, and take action."

c. Contributing and Inhibiting Factors

In the questionnaire to host organizations, over 90% mentioned volunteers' commitment to their task as a contributing factor. In the interview survey, many also said that volunteers were dedicated to their activities, worked hard, and were punctual. Some of the contributing factors they referred to were the same as those referred to by volunteers, such as good relationships with co-workers at host organizations and support from host organizations for JOCV activities. Other contributing factors mentioned by host organizations include volunteers' adaptation to local customs such as participation in local ceremonies including village funerals, wearing local clothes and learning the local languages. In this respect, beneficiaries also evaluate volunteers highly, saying, "They respect local society. They work hard" and "They eat what we eat." These comments show that volunteers' attitudes toward their activities are appreciated, contributing to the establishment of good relationships between them and the local people, including co-workers and beneficiaries.

Major inhibiting factors referred to were language ability and time issues such as a time-lag between a request for dispatch and the actual dispatch, the timing of dispatch and the period of dispatch. Co-workers and beneficiaries point out that although the problem of language ability is prominent in the early days of dispatch, it gradually resolves as volunteers stay longer and learn the local languages. Still, many host organizations suggested the necessity of enhanced language training before volunteers start their activities. Some respondents think that language ability is not as great a problem as volunteers feel depending on the host organization and local society. On the time issues such as the time-lag between a request for dispatch and the actual dispatch, and the timing of dispatch and the period of dispatch, some host organizations suggested that the period of dispatch be extended, the timing of dispatch correspond to school terms in the partner country, and the timing of dispatch be adjusted so that a newly dispatched volunteer can communicate with his/her predecessor to ensure the continuity of activities. Many host organizations pointed out that this communication had not existed. This remark corresponds with volunteers' concerns over the continuity and sustainability of activities.

A JOCV conducting a music class (Vanuatu)

4) Present Status and Tasks of Dispatches to Projects

The JOCV Program in Honduras is characterized by the fact that some of the dispatches to the country are group dispatches in collaboration with other schemes. Toward a strategic implementation of the JOCV Program, JICA is now reviewing how to position group dispatch in programs and how to promote its collaboration with other projects. This evaluation deals with the Honduras cases, because they are examples of the issues reviewed by JICA.

Our case study on Honduras deals with three group dispatches: the Model Project for Synthetic Reinforcement of Basic Education (MODEL), the Project of the Improvement of Teaching Method in Mathematics (PROMETAM) and the Project of Vector Control of Chagas Disease. All three are cases where several JOCVs have been dispatched to projects that have predetermined cooperation periods and objectives. Of these, PROMETAM and the Chagas project are technical cooperation projects in collaboration with the dispatch of experts.

Advantages of this type of dispatch are: 1) Since it is a group dispatch, the activities of volunteers collaborate with and complement each other organically; 2) Collaboration with a technical cooperation project enables both the experts and volunteers to pool comparative advantages to complement each other's activities; and 3) Its implementation as a project ensures clear objectives and a specified operational period, enabling result-based activities.

Group dispatches have positive effects on JOCV activities themselves as well, such as: 1) Objectives and activities are clearly defined; 2) Since a group dispatch is clearly positioned, understanding and cooperation of the partner country can easily be ensured, leading to a comfortable environment for activities; 3) Volunteers can exchange information and opinions with other volunteers as well as receive support from experts; 4) The project budget is available; 5) The continuity of activities is ensured; 6) A

group can implement a broader range of activities than individuals, providing cooperation that has greater effects; and 7) The level of achievement is high.

On the other hand, group dispatches also have such negative aspects as: 1) Since a group dispatch is implemented within the framework of a project, volunteers sometimes have smaller discretion over their activities; 2) Since the schedule and operational duties of a project are set, volunteers may feel a sense of time limits and pressure; 3) Communication and relationships within a group or project can be difficult; and 4) The level of individual satisfaction can decrease depending on the contents of the project and on the individual's view of the JOCV Program.

A comparison between individual projects suggests that these positive and negative aspects generally involve trade-offs. For example, when the contents of activities are determined in detail within a project framework, the certainty of result achievement is higher, while the restriction on activities is likely to become stricter. Under a more flexible framework, volunteers have greater discretion, while the level of achievement can vary considerably depending on the circumstances and individual. When the project is not well organized or the continuity of activities is not sufficiently ensured, the achievement of project results can be affected.

In the JOCV Program, the achievement of a certain level of satisfaction of individual volunteers should be ensured. It is necessary to set a project framework in such a way that the position of JOCV activities within the project is clearly defined, while individual volunteers can use their own ideas and work at their own discretion to a certain extent. To dispatch more volunteers to projects in the future, it will be required, for example, to set target outputs necessary for the achievement of a project objective, but to leave the planning of how to achieve these outputs to volunteers' own discretion. To ensure a certain level of volunteers' satisfaction and the utilization of the comparative advantages of the JOCV Program, it is desirable to set terms of reference (TOR) for JOCV activities in such a way that volunteers can make direct contact with local people and work on a community basis.

5) Discussion

Our survey results show that in the countries targeted by these case studies, plans for the JOCV Program are designed according to the development issues of the partner countries. The results also show that cooperation that meets local needs is implemented at a grassroots level. The characteristics of the JOCV Program—that volunteers work in local communities with local people—is appreciated by beneficiaries, host organizations, and other aid organizations.

In their activities, many JOCVs try to actively communicate with local people and understand local customs and culture and adapt to local society. Their cooperation activities have achieved certain results, although the level of achievement varies depending on the host organization and individual volunteer. It was proved that various types of dispatches and activities, including group dispatch and subcommittees, helped to achieve greater effects. Although there are operational problems to be reviewed in these various mechanisms, combining various types of dispatches into a program is important to ensure effective implementation of the JOCV Program in the future.

The survey results also present some tasks. Problems referred to as inhibiting factors by both JOCVs and the partner countries, such as language ability, the time-lag between a request for dispatch and the actual dispatch, the timing of dispatch, the continuity of activities and support systems by the JICA offices, should be addressed. In order to generate long-term effects, tasks to be achieved in the partner countries need not necessarily be solved within the JOCV Program; for activities that provide a service, for example, possible measures are to implement various types of volunteer dispatches and combine a JOCV dispatch with other technical cooperation projects. It should be noted, however, that while planning various types of cooperation including group dispatch would be effective, we should not forget to design a dispatch plan that takes advantage of being with local people, which is one of the JOCV Program's characteristics. In other words, an environment that exploits the strength of volunteers should be provided.

(2) Viewpoint 2: Promotion of Friendly Relationships and Mutual Understanding between Japan and the Partner Country

1) Self-evaluation by JOCVs

a. Focus and View of JOCV Activities

In the questionnaire survey, volunteers were asked which of the three viewpoints of the JOCV Program they focused on before dispatch and at the time of the survey (after returning to Japan or during dispatch). Before dispatch, contribution to development in the partner country was perceived as the most important of the three viewpoints in all three countries. Awareness of the importance of promotion of friendly relationships and mutual understanding and sharing of the volunteers' experiences with Japanese and international societies after returning to Japan has increased at the time of the questionnaire compared to the time before dispatch in all three countries. This trend is more prominent among ex-volunteers.

Interview with farmers for whom JOCVs provide support (Malawi)

In the field study, it was observed that many volunteers spontaneously took actions that led to the promotion of friendly relationships and mutual understanding because it was necessary to do so in order to proceed smoothly with their activities and lives. This attitude is evident from the results of the survey from Viewpoint 1 as well; many volunteers believe that to implement their activities, it is important to try to communicate with the local people and understand local culture and customs, and to actually practice them. Perhaps volunteers' activities and daily-life experience in local society deepen their awareness of Viewpoint 2: promotion of friendly relationships and mutual understanding between Japan and the partner country, leading to the increased importance attached to this viewpoint compared to the time before dispatch.

b. Communication with Local People

How much communication is made with people in the partner country varies depending on the circumstances of the individual volunteers. In general, however, communication is frequently made on an everyday basis. In all three countries, many of the volunteers communicate with people from host organizations (bosses, co-workers, etc.), other volunteers, host families, and neighbors. In particular, volunteers dispatched to remote areas and islands seem to become incorporated into village life, closely communicating with villagers. They have learned local languages and actively communicate with local people in daily life.

In all three countries, many volunteers spend their free time with local friends and acquaintances. However, in Vanuatu and Honduras, volunteers dispatched to the capitals or in a group tend to spend their free time with Japanese friends or acquaintances.

The most popular topic of conversation with local people is Japanese life in general (food, information on daily life in Japan, etc.). Many volunteers "explain when asked" or "talk daily" about this topic, indicating that they provide information on Japan during daily activities instead of deliberately trying to communicate information about Japan and Japanese culture.

c. Promotion of Friendly Relationships and Mutual Understanding

Asked about their impression of the partner countries, more than half of the volunteers admit that their views on local people, culture and customs have changed as their activities go on. Comments such as "I had thought they wanted to improve their living standard and to be rich, but I found that they respected the practices and customs of their country and area. I felt I should work based on them," "Before dispatch, I was sorry for the partner country because they were poor. But after I came here, my unnecessary sympathy has gone. Everyone lives happily" show that the participation in the JOCV Program has promoted volunteers' understanding of a different culture or has made them accept a different culture including different values and thoughts. Furthermore, some volunteers admit that their own values and mentality have matured, saying, "In the early days of my dispatch, I could not accept the people around me. But my capacity has broadened as I gradually started to like them" and "I do not judge things by their appearances any more." These changes are also common to the three countries.

2) Evaluation by Partners

a. Relationship with JOCVs

In all three countries, about 90% of the host organizations feel that the volunteers developed an excellent relationship or good relationship to some extent. Asked what kind of volunteers' practices have promoted friendly relationships with their organization and the local people, just below 80 to about 90% of the host organizations in all three countries mentioned active communication by volunteers, their learning of local languages, their adaptation to local life, and their respect for local customs. There are some volunteers who have not established close communication with local people. However, beneficiaries also appreciate the existence of good relationships, saying, "I trust their activities," "They visit our schools frequently. They are very close to us" and "They have become incorporated into the local community and are friendly."

b. Promotion of Friendly Relationship and Mutual Understanding

Impressions and understanding of Japan and Japanese people held by local people develop through daily communication with volunteers and through watching their working attitudes and behaviors. Asked what they have learned from volunteers and their activities, about 80% of the host organizations mentioned their attitude and approach toward the work (such as punctuality, professionalism). Asked what they have learned or know about Japan and Japanese people, they referred to diligence, punctuality, and politeness, i.e., humility and respect for others. Nearly 80% of the host organizations have learned these things from volunteers through daily communication, suggesting that local people form an impression of Japan and Japanese people by watching volunteers at work every day. On the other hand, the level of knowledge of general information on Japan including Japanese geography, culture, and language is generally low in the three countries, although this level varies depending on the respondent and on the extent of their communication with volunteers, and some respondents show a deep interest in the subject. In short, local people view the working attitude of volunteers favorably, which leads to a good impression of Japan and Japanese people.

In particular, rural farmers had no previous knowledge about Japan and Japanese people and have not really improved in specific knowledge on Japan. The field study has confirmed, howev-

er, that through daily contact with volunteers, farmers have formed a good impression of them, saying, "He was kind," "They look different from us, but when I talked to them I found that they are no different from us" and "They said they liked this place." It was observed that these impressions of volunteers have turned into a favorable impression of Japanese people.

3) Discussion

In referring to the promotion of friendly relationships and mutual understanding between Japan and the partner country, the notion of friendly relationships and mutual understanding is so wide-ranging that past research and surveys have not clarified what such promotion means. The purpose of this evaluation, therefore, was to examine what effects the JOCV Program has had in terms of friendly relationships and mutual understanding.

It was found by this evaluation that regarding cultural exchange, which was considered a typical example of friendly relationships and mutual understanding, it was practiced in daily life, whereas local people are not very familiar with general information on Japan such as Japanese culture and customs. Rather, it was found that Japanese values such as commitment to one's job, punctuality and respect for others had become known to local people and that these attitudes of volunteers led to the formation of local impressions about Japan and Japanese people.

It was also found that the JOCV field activities were based on relationships. The activity process starts with the promotion of friendly relationships, followed by the development of understanding of the partner's customs and values. Changes and development in the volunteers' own values were also observed. These are the effects and characteristics of the promotion of friendly relationships and mutual understanding in the JOCV Program.

If the JOCV Program aims for the promotion of friendly relationships and mutual understanding, it is necessary to better clarify what mutual understanding is and what we expect from the program. Based on the results of this evaluation, JICA's strategy related to Viewpoint 2—what should be aimed for and what should be evaluated in the JOCV Program in terms of the promotion of friendly relationships and mutual understanding—should be thoroughly reviewed.

(3) Viewpoint 3: Sharing of Volunteer Experiences with Society

In the past JOCV Program, sharing of volunteer experiences with society was considered a secondary viewpoint and many of the volunteers dispatched during the evaluation target period were not provided with an explicit explanation of this issue. This evaluation, therefore, started with exploring volunteers' awareness of this viewpoint and their willingness to practice it. Changes in volunteers' values and awareness were also surveyed, because many volunteers experienced such changes through their participation in the JOCV. In addition, to understand the effects of the JOCV Program on this aspect from various perspectives, changes in volunteers' attitudes caused by their participation in the JOCV were surveyed. Volunteers' attitudes after returning to Japan were classified into three categories: 1) personal attitudes in daily life, 2) contribution to society through volunteer activities where ex-volunteers act as human resources and 3) communicating one's JOCV experiences to the public. For the purpose of this evaluation, the latter two categories— 2) and 3)— are deemed as activities for sharing volunteer experiences with society.

1) Willingness to Practice

According to the results of the questionnaire to ex-volunteers, the ratio of the volunteers who think that it is important to share their JOCV experiences with Japanese and international societies after returning to Japan has increased from 24% before dispatch to 50% at the time of the survey after returning to Japan (Table 3-5). Combining those who consider it important and fairly important, a total of 89% gave a positive response after returning to Japan, showing high awareness of the importance of sharing their experiences. Eighty-five percent of the ex-volunteers say that when they returned to Japan, they thought of utilizing their JOCV experiences for Japanese and international societies (Table 3-6).

2) Changes in Values and Awareness

Table 3-7 shows the results of the questionnaire survey to ex-volunteers on changes in their values and awareness caused by their participation in the JOCV Program.

Examining individual categories, the category that shows the greatest change is "perceived changes in my understanding of different cultures," followed by "changes in my perception of

Table 3-5 To what extent do you consider it important to share your JOCV experiences with Japanese and international societies after returning to Japan?

Answer choice	Before dispatch → after returning to Japan
Important	24% → 50%
Fairly important	35% → 39%
Not very important	35% → 9%
Not important	3% → 0%

Number of respondents: 130 ex-volunteers
Source: Results of the questionnaire to ex-volunteers

Table 3-6 When you returned to Japan, did you think of utilizing your JOCV experiences for Japanese and international societies and the host country? (Willingness to practice)

Answer choice	Number of respondents	%
Yes	110	85%
No	17	13%
No answer	3	2%
Total	**130**	**100%**

Japan." Many of the volunteers also feel that there have been "perceived changes in my self-development." The category with the least change is "changes in my view of my career path."

Of the individual questions, those that show the greatest changes are, in decreasing order, "My understanding of different cultures has deepened," "I feel closer to foreigners," and "I have gained a new perspective on Japan." Questions that show relatively small changes are "My technical skills and knowledge have improved" and "My future vision has become clearer." In terms of the ratio of the respondents, over 90% perceive a change in such issues as "My understanding of different cultures has deepened" and "I feel closer to foreigners" and over 80% in "I have gained a new perspective on Japan." On the other hand, fewer than half of the volunteers are aware of their changes related to "My technical skills and knowledge have improved" and "My future vision has become clearer."

3) Changes in Attitude

For the purpose of this evaluation, volunteers' attitudes were classified into the following three categories: 1) personal attitude in daily life, 2) contribution to society through volunteer activities where ex-volunteers act as human resources and 3) communicating one's JOCV experiences to the public.

Tables 3-8 and 3-9 show the results of the questionnaire to ex-volunteers on how their participation in the JOCV Program has changed their attitudes.

Looking at Table 3-8 by category, "personal attitude" occurs more frequently than "activities for sharing one's experiences with society." Of the attitude categories, those appearing most frequently are, in decreasing order, "to try to be environmentally friendly," "to learn about and experience different cultures," and "to communicate with foreigners." For other categories, there are more negative than positive answers. Looking at individual questions, the question with the greatest change is "to try to be environmentally friendly by saving water and electricity and by other means," followed by, in decreasing order, "to offer help to foreigners who are in trouble," "to experience foreign cultures" and "to learn about the host country and other foreign countries."

Questions with fewer changes are "to find a job in the field of international cooperation," "to utilize local languages," and "to send donation and relief supplies to countries that suffer disasters; to participate in volunteer activities for these countries." In terms of the ratio of the respondents, about 80% of the respondents "try to be environmentally friendly by saving water and electricity and by other means," while about 60% "offer help to foreigners who are in trouble," "experience foreign cultures," and "learn about the host country and other foreign countries." Fewer than 20% of the volunteers "find a job in the field of international cooperation," "utilize local languages," or "send donations and relief supplies to countries that suffer disasters, or participate in volunteer activities for these countries." There are not many respondents who "find a job in the field of international cooperation" perhaps because not every ex-volunteer is interested in finding a job in this field. There are not many positive answers to the latter two questions probably because such opportunities are limited in Japan.

Eighty-nine percent of the ex-volunteers "have communicated their JOCV experiences to the public" (Table 3-9), showing that many ex-volunteers have communicated their JOCV activities or information on host countries to the public in some way. Most (82.8%) "communicated/communicate on special occasions," followed by 79.3% who "communicated/communicate when asked." In more than 40% of the cases, "special occasions" mean "lectures at orientations for applicants for volunteer activities," "cooperation in development education including the JICA Salmon Campaign Program," and "talking about the contents of one's JOCV activities at one's workplace."

Table 3-7 Changes in Values and Awareness (Average Values)

Category	Question	Average value*	Average per category
Perceived changes in my understanding of different cultures	My understanding of different cultures has deepened	3.5	3.5
	I feel closer to foreigners	3.5	
Changes in my perception of Japan	I have gained a stronger identity as a Japanese	3.2	3.3
	I have gained a new perspective on Japan	3.4	
Perceived changes in my improvement in ability	My technical skills and knowledge have improved	2.4	2.8
	My language ability has improved	3.1	
Changes in my view of my career path	My future vision has become clearer	2.5	2.6
	The JOCV experience has influenced my career choice	2.8	
Perceived changes in my self-development	Now I can cope with things more flexibly	3.2	2.9
	I have gained confidence	2.8	
	I have become more active	2.8	
	I have become more independent	2.9	
	I have become more patient	2.9	
Total average		**3.0**	

*For each question, four answer choices were scored as follows and average values were calculated: 1 point was given to "I don't think so at all," 2 points to "I don't really think so," 3 points to "I think so to some extent" and 4 points to "I very much think so."

Number of respondents: 130 ex-volunteers **Source:** Results of the questionnaire to ex-volunteers

Table 3-8 Changes in Attitude 1
—Personal Attitudes and Social Contribution Activities where Ex-volunteers Act as Human Resources—

Category	Attitude category	Question	Average value*	Average per category
Personal attitude	To communicate with foreigners	To actively make opportunities to see foreigners	2.4	2.5
		To offer help to foreigners who are in trouble	2.7	
		To communicate with foreigners daily	2.2	
	To learn about and experience different cultures	To learn about the host country and other foreign countries (local language, culture, history, etc.)	2.7	2.7
		To learn about Japan (Japanese language, culture, history, etc.)	2.6	
		To experience foreign cultures (to eat foreign food, see foreign movies, etc.)	2.7	
	To study my field of specialization, international cooperation, etc.	To study my field of specialization in which I have worked as a JOCV	2.2	2.2
		To study international cooperation and development	2.2	
	To try to be environmentally friendly by saving water and electricity and by other means		3.0	3.0
	Total average for personal attitude		**2.5**	
Contribution to society through volunteer activities where ex-volunteers act as human resources	To participate in volunteer activities	To send donation and relief supplies to countries that suffer disasters; to participate in volunteer activities for these countries	1.6	1.8
		To do volunteer activities in my local community, etc.	1.9	
	To participate in international exchange activities		2.0	2.0
	To participate in NGO/NPO activities		1.7	1.7
	To utilize local languages		1.6	1.6
	To find a job associated with my JOCV experience		2.1	2.1
	To find a job in the field of international cooperation		1.5	1.5
	Total average for the social contribution activities		**1.8**	

* For each question, four answer choices were scored as follows and average values were calculated: 1 point was given to "I don't think so at all," 2 points to "I don't really think so," 3 points to "I think so to some extent" and 4 points to "I very much think so."
Number of respondents: 130 ex-volunteers **Source:** Results of the questionnaire to ex-volunteers

Table 3-9 Changes in Attitude 2—Communicating One's JOCV Experiences to the Public—

Q. Have you ever communicated your JOCV experiences or information on the host country to the public?

Answer choice	Number of respondents	%
Yes	116	89.2%
No	14	10.8%

Q. If you have communicated, on what occasions?

Answer chosen	Number of respondents	%
Communicated/communicate daily	54	46.6%
Communicated/communicate when asked	92	79.3%
Communicated/communicate on special occasions	96	82.8%
Other	12	10.3%

Q. If you have communicated, on what kind of occasions?

Answer choice	Number of respondents	%
Cooperation in development (international cooperation) education including the JICA Salmon Campaign Program (predecessor of the current Lecture Program on International Cooperation)	49	42.2%
Organization of meetings for talking about my experience	36	31.0%
Lectures at seminars, etc.	37	31.9%
Writing	17	14.7%
Appearing on TV or the radio	11	9.5%
Preparation of a homepage or posting information on the Internet	9	7.8%
Lectures at orientations for applicants for volunteer activities	56	48.3%
Lecturing JOCVs who have preparatory training before their dispatch on local circumstances of a host country	15	12.9%
Talking about the contents of my JOCV activities at my workplace (including former workplaces)	48	41.4%
Other	16	13.8%

Number of respondents: 130 ex-volunteers **Source:** Results of the questionnaire to ex-volunteers

4) Support for Activities for Sharing JOCV Experiences with Society

To promote ex-volunteers' activities for sharing their experiences with society, JICA and other related organizations have certain support systems. JICA is enhancing its support systems, whose main body is the Secretariat of the Japan Overseas Cooperation Volunteers. Their major support systems include the provision of opportunities, such as the Lecture on International Cooperation, to communicate JOCV experiences to the public; support for the development of careers after returning to Japan, including placement of career counselors, organization of career pioneering support seminars, and the provision of job information; and implementation of NGO-activity support projects for ex-volunteers who want to engage in grassroots international cooperation activities. Activities for sharing JOCV experiences with society are also implemented through various organizations including the Japan Overseas Cooperative Association, the Supporting Organization of JOCV and ex-volunteer associations.

In recent years, some universities and graduate schools have been providing special admission opportunities for ex-volunteers, while some schools officially give credits for participation in the JOCV Program. Some local governments even implement a special examination for those who have experienced international contribution activities for ex-volunteers as part of their teacher employment examination. These indicate that ex-volunteers are expected to play a role in international cooperation as well as in education for international understanding.

5) Discussion

As described above, awareness of the importance of activities for sharing JOCV experiences with society is fairly high among ex-volunteers, showing that many of them experience changes in terms of mentality and humanity through participation in the JOCV Program. In addition, many of them have changed their daily attitude, or communicate their experiences to share them with society. On the other hand, the survey results show that only a limited number of ex-volunteers engage in activities to contribute to Japanese and international societies.

Based on these survey results, it is important to analyze what the JOCV Program expects from ex-volunteers and to explain this to them before and during dispatch referring to specific examples to raise their awareness. For the purpose of this evaluation, activities for sharing volunteer experiences with society consist of "social contribution activities where ex-volunteers act as human resources" and "communicating JOCV experiences to the public." However, attitudes categorized as personal, such as "to communicate with foreigners," "to learn about and experience different cultures," "to study my field of specialization, international cooperation, etc." and "to try to be environmentally friendly" can also have a social impact. It would help, therefore, to implement a survey on the values of these attitudes in Japanese and international societies. Attitudes such as "to find a job in the field of international cooperation" and "to utilize local languages" are not much implemented, probably both because not every ex-volunteer is interested in these issues and because such opportunities are limited. It is important, after exploring the above background, to summarize what sharing of volunteer experiences with society the JOCV Program aims for.

2-4 Recommendations

1) To design a plan for an effective JOCV Program, it is important to make the most of the characteristics of the current JOCV Program such as the fact that it can understand local needs because it works with local people.

The results of this evaluation show that the JOCV Program has characteristics such as great grassroots effects, cooperation towards poverty reduction and the correction of disparities between areas because it operates in remote islands and areas, and understanding of local needs because volunteers live close to local people. When implementing the JOCV Program, therefore, it is important to recognize these characteristics well and ensure a dispatch plan that makes the most of them. For example, the utilization of the JOCV Program as a means to realize poverty reduction and human security would be effective, because the characteristics of the JOCV Program enable it to provide what is needed such as assistance that directly reaches local people.

2) In a dispatch program where volunteers provide service to meet the lack of human resources in the partner country, a strategy that considers the program's long-term effects should be reviewed so that the effects will last.

In some cases, volunteers are dispatched to provide services to meet the lack of human resources in the partner country. During the first and second generations of a dispatch, this type of dispatch may be necessary to understand the partner's needs. However, a dispatch strategy and plan should be designed not only for the short-term effect of compensating for the lack of human resources, but also in order to achieve a long-term effect so that ultimately, the partner country can develop their own human resources to meet their needs.

For this purpose, it is most important to ask the partner country to understand this long-term perspective. In addition to service provision by individual volunteers, it is also effective to implement activities that have a lasting effect on the partner country by forming volunteer networks and by collaborating with other technical cooperation projects. It would also be useful to combine the service provision under the JOCV Program and other technical cooperation projects in order to have a joint impact on the partner

country.

If a dispatch on a service-provision basis has continued for so long that no solution can be found, it is worth considering the termination of the dispatch in question.

3) It is important that people from the JICA overseas office participate in the process in which volunteers and host organizations decide the objectives and plans to bring JICA's policies in line with the needs of the organizations and to support the setting of objectives and operations.

Although individual volunteers try to understand local circumstances and set their objectives and the contents of activities, the range of objective setting varies depending on the volunteer because of differences in the individual's view of the JOCV Program. Some volunteers have not had sufficient discussion with their host organizations, determining the activities to be implemented on their own and reporting them to the organizations.

It is important, therefore, that the JICA overseas office supports consensus making between volunteers and host organizations during the process of setting objectives and activities. In the stage of directing activities, it is effective for the JICA office to support matching the tasks suggested by volunteers with the policies of the partner country and JICA, as well as the needs of host organizations, in order to set objectives and to plan. In a succeeding dispatch, in particular, it is desirable that the legacies of past dispatches be passed on to ensure lasting operational effects. Ensuring the continuity and consistency of activities is also desirable for the partner country. It is suggested that the JICA office play a coordinating role so that the process of setting operational objectives and plans corresponds with the direction of past dispatches.

4) In order to implement smoother, more effective dispatches, the following recommendations are made in relation to support systems including improvement in language ability and implementation systems such as the timing of dispatch and the formation of networks with other volunteers.

Both volunteers and host organizations mention the lack of language ability as an inhibiting factor. To improve language ability, such measures as language training relevant to the volunteer's field of specialization (technical terms, teaching methods, etc.) and brush-up training after a certain period from the start of dispatch would be effective.

Regarding the timing of dispatch, many partner countries hope that the time-lag between the dispatch period of one volunteer and that of his/her successor will be removed. Although efforts have been made to remove this time-lag, there are many unpredictable cases that lead to a time-lag; depending on the recruiting season, there are only a limited number of applicants or successful candidates, or a candidate may cancel his/her participation. To resolve this situation, further measures should be taken such as bridging this time gap by dispatching short-term volunteers. It is also important to take the possibility of a time-lag into consideration when designing a program plan.

In individual dispatches, it would be useful to establish collaboration and networks with other volunteers and human resources. The promotion of subcommittees and section-meeting activities and the establishment of information networks involving JOCVs in other countries and other dispatched human resources such as experts, senior members, and senior volunteers would help. Some volunteers feel anxious about proceeding with activities based only on their own knowledge, skills, and experience. An environment where they can receive appropriate advice and information from others would be important to them.

5) Group dispatch, dispatch to projects, and collaboration with other schemes are effective measures for extending the effects of the JOCV Program all over the partner country. However, the following issues should be noted in implementing these approaches.

The results of this evaluation show that group dispatch, especially approaches such as dispatch to projects and collaboration with other schemes, is an effective measure for further extending the effects of the JOCV Program all over the partner country. However, there are still problems in terms of their operation. The following issues should be noted. First, it is important to clarify the position and limitations of the JOCV Program and what role is expected of individual volunteers, and to accurately communicate these points to volunteers. For the smooth operation of the JOCV Program, it is also effective to explain well to volunteers in advance and ensure their understanding about what abilities (specialty, language ability, communication ability, etc.) are expected to what extent and who coordinates the whole project. The importance of maintaining the characteristics of the JOCV Program as a volunteer activity should also be strongly noted.

6) In order to enhance the promotion of friendly relationships, and mutual understanding and sharing of JOCV experiences with society, it is important to review again what is expected in the JOCV Program in terms of these viewpoints. Then, it is important to communicate to volunteers before and during dispatch the necessity of mutual understanding, friendly relationships, and activities for sharing JOCV experiences with society, as well as their effects as presented in this evaluation.

When setting the promotion of friendly relationships and

mutual understanding as an evaluative viewpoint, it is necessary to stipulate what the promotion of friendly relationships and mutual understanding aimed at by the JOCV Program means, and what is expected of the JOCV Program in this respect. In addition, it is recommended that ex-volunteers' experiences related to mutual understanding and friendly relationships found in this evaluation be communicated to volunteers to be dispatched. To learn what past volunteers focused on in their activities and what kind of behaviors and attitudes have promoted the partners' understanding will help newly dispatched volunteers in their activities.

Although sharing JOCV experiences with society has not been positioned clearly in the past JOCV Program, its importance is well recognized, especially among ex-volunteers. Several changes in their values and attitudes were also observed. Based on these survey results, it is necessary to clarify what is expected in the JOCV Program in terms of activities for sharing JOCV experiences with society. Subsequently, it is necessary to raise the awareness of volunteers and motivate them even more before and during dispatch. It is also necessary to take measures to raise their awareness by explaining in detail what is expected in this respect in the JOCV Program, referring to specific examples made by ex-volunteers. During dispatch, it is important to occasionally tell volunteers at volunteers' general meetings or when they return to Japan that they are expected to share their experiences with society.

Chapter 2 Achieving Greater Impact

To provide cooperation with greater impact, recently program approach and aid coordination have advanced in international development assistance. JICA is also making efforts to improve strategies and expand the effects of its programs by strengthening program approach and promotion of collaboration with other aid agencies and NGOs. The measures for human security also place importance on comprehensive assistance toward solving issues using program approach, and realization of greater impact through collaboration with other aid agencies and NGOs are also the focus of the activities for human security.

In view of these trends, Chapter 2 introduces two thematic evaluations that positioned JICA's cooperation in the concerted efforts for solving issues in the developing countries concerned and analyze and evaluate its effects. The first evaluation, titled Thematic Evaluation on Communicable Disease Control in Africa, assessed how JICA's projects have contributed to infectious disease control in Ghana, Kenya, and Zambia, where Japan has long provided cooperation for establishing research bases of infectious disease control, from a broad range of viewpoints, based on the positioning and the role for infectious disease control of supported research institutes in the health and medical field. The second evaluation, titled Program Evaluation (Basic Education Sector in Honduras), based on the EFA-FTI (Education for All—First Track Initiative), focused on the basic education program implemented by JICA combining several cooperation schemes and attempted to assess the program from viewpoints of positioning of the JICA program in the development strategy of the concerned field and contribution of the JICA program to the strategy.

1 Thematic Evaluation on Communicable Disease Control in Africa

1-1 Outline of Evaluation Study

(1) Background and Objectives

With the focus on preventive control of infectious diseases as a priority field, Japan's cooperation program for Africa in health and medical care has provided assistance with a combination of establishing research institutes as a base of research and diagnosis of infectious diseases (hardware support) and human resource development (software support) for a long period of time, targeting three research institutes—the Noguchi Memorial Institute for Medical Research (NMIMR) in Ghana, the Kenya Medical Research Institute (KEMRI), and the Zambia University Teaching Hospital (UTH). These research institutes, which have enhanced the research capacities in terms of facility and equipment and human resources, are now expected to contribute to improvement in national medical services to the general public in collaboration with various institutes involved in infectious disease control, while playing the role of a research institute in the concerted efforts for infectious disease control in the countries concerned. Under this situation, in providing cooperation in infectious disease control for the future, the need to examine past cooperation systematically and reconsider the functions and the role of research institutes for infectious disease in these countries has continued to arise.

In relation to Japan's representative cooperation in infectious disease control in Africa, which has been provided for the NMIMR, KEMRI, UTH, this thematic evaluation was planned in order to check the outputs of research on infectious diseases and ripple effects for the public health of these research institutes according to the following evaluation questions, and to examine the positioning, functions, and expected roles of these research bases inside the framework of infectious disease control in the partner countries, including aid implementation agencies other than Japan so that recommendations for future cooperation can be put together.

Evaluation questions

a. How are the target research institutes presently functioning in the health and medical sector in the partner countries and the surrounding areas in light of the positioning and functions of research institutes in infectious disease control?
b. What kind of ripple effects have been brought to the general public from the standpoint of public health by Japan's representative cooperation projects for research for infectious disease control in Africa?
c. How should these research bases be positioned in the health and medical sector in these countries, and what roles should they play?

(2) Evaluation Study Period and Team

1) Evaluation Study Period

From May 14 to December 27, 2004 (Field studies were con-

ducted in Kenya and Zambia from July 17 to August 25 and in Ghana from September 11 to 30.)

2) Evaluation Study Team

This evaluation study was supervised by the Office of Evaluation and the Evaluation Study Committee consisting of the following evaluation advisors, which was formed to discuss evaluation questions, framework, evaluation viewpoints, methods of field study, and collection method of study results. The evaluation advisors, the Office of Evaluation of JICA, System Science Consultants, Inc. conducted evaluation study and prepared the reports based on the policies determined by the Evaluation Study Committee. In order to secure the objectivity of the thematic evaluation this time, evaluation by external experts of the target country was also conducted with cooperation of the African Evaluation Association (Refer to the last part of this report, Evaluation by External Experts, for the summary).

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(3) Projects Subject to the Study

The evaluation study targeted Technical Cooperation Projects, third country training, and dispatch of individual experts, all of which were provided at the cooperation bases of the NMIMR in Ghana, the KEMRI in Kenya, and Virology Laboratory and Tuberculosis (TB) Laboratory of the UTH in Zambia for infectious disease control. The research facilities and equipment of these three research institutes have been upgraded with Japan's grant aid as well as JICA's technical cooperation.

1-2 Framework of the Study

(1) Evaluation Methods

The analysis was conducted through the following steps.

a. Understanding of Positioning and Functions of Research Institutes

To conceptualize the general functions of research institutes for infectious disease control, the positioning and functions of research institutes for infectious disease control in developed countries were analyzed using models: the National Institute for Infectious Diseases in Japan, the Centers for Disease Control and Prevention (CDC) in the US, and the Communicable Disease Surveillance Centre (CDSC) in the UK (Refer to Figure 3-4 Interrelationship between Organizations Related to Communicable Disease Control in a Developed Country [Japan]

Table 3-10 Target Projects for the Noguchi Memorial Institute for Medical Research (NMIMR) in Ghana

Project Title	Cooperation Scheme	Project Period
Ghana College of Health Services (Korle Bu Hospital)	Dispatch of Individual Expert	1968.7-1985.3
The Noguchi Memorial Institute Project	Project-type Technical Cooperation	1986.10-1991.9
The Noguchi Memorial Institute Project (Phase 2/Follow-up)	Project-type Technical Cooperation	1991.10-1997.9
The Infectious Disease Project at the Noguchi Memorial Institute for Medical Research	Project-type Technical Cooperation	1999.1-2003.12
The West African Center for International Parasite Control Project	Technical Cooperation Project	2004.1-2008.12
Vaccine Potency Testing and Polio Diagnosis Procedures	Third-country Training	1991-1995
Laboratory Diagnosis of Yellow Fever and Other EPI Viral Diseases	Third-country Training	1996-1998
Global Parasitic Disease Control	Third-country Training	2001-2004

Table 3-11 Target Projects for the Kenya Medical Research Institute (KEMRI)

Project Title	Cooperation Scheme	Project Period
Communicable Disease Research and Control Project	Project-type Technical Cooperation	1979.3-1984.3
The Kenya Medical Research Institute	Project-type Technical Cooperation	1985.4-1990.4
The Research and Control of Infectious Diseases Project	Project-type Technical Cooperation	1990.5-1996.4
The Research and Control of Infectious Diseases Project (Phase 2)	Project-type Technical Cooperation	1996.5-2001.4
Research and Control of Infectious and Parasitic Diseases Project	Project-type Technical Cooperation	2001.5-2003.4
Research and Control of Infectious Diseases Project	Technical Cooperation Project	2003.4-2006.4
International Parasite Control Project	Technical Cooperation Project	2003.4-2006.4
Blood Screening for Viral Hepatitis and HIV/AIDS	Third-country Training	1999-2001, 2003
Eastern and Southern Africa Center of International Parasite Control	Third-country Training	2002-2006

Table 3-12 Target Projects for the Zambia University Teaching Hospital (UTH)

Project Title	Cooperation Scheme	Project Period
The Infectious Disease Project (Phase 1/Follow-up)	Project-type Technical Cooperation	1989.4-1995.3
The Infectious Disease Control Project	Project-type Technical Cooperation	1995.4-2000.3
Individual experts dispatch (2 experts)	Dispatch of Individual Expert	2000.4-2001.3
HIV/AIDS and Tuberculosis Control Project	Technical Cooperation Project	2001.3-2006.3

for the positioning of research institutes in infectious disease control in a developed country). It was confirmed that functions of these research institutes play common roles in research, human resource development, and contribution to health services (surveillance and reference) in infectious disease control. These were utilized as the analytical framework for the assessment of the research institutes in this evaluation analysis.

b. Verification of Functions and Positioning of the Target Research Institutes

Using the general functions of the research institutes for infectious diseases that were clarified in the analysis of a. as reference, the functions of the target research institutes are analyzed to identify the positioning of the target research institutes in infectious disease control in the target countries based on the situations of the health and medical sector in respective target countries (health and medical policies, aid trends, and relations with other related institutes of infectious disease control).

c. Evaluation of JICA's Cooperation

How JICA's assistance provided in each research institute contributed to infectious disease control was analyzed. In the analysis, cooperation goals were determined after checking the purposes and overall goals of individually implemented projects for each target country, and clarifying what the implementation organization of the partner country and JICA aimed for through a series of cooperation activities. The focus of examination was on whether the outcomes of these cooperation activities actually contributed to infectious disease control, and whether these contributions continued after termination of JICA's cooperation.

d. Future Role

To sum up the above analysis, the expected roles of the research institutes in respective countries for infectious disease control were examined and summarized from three perspectives of 1) research, 2) human resource development, and 3) contribution to health services, which form the framework of the evaluation study.

e. Cross-sectional Analysis of Study Results

To summarize the evaluation analysis, cooperation effects given to the three research institutes by JICA were examined, and common promoting factors leading to the cooperation effects were analyzed and the direction of future cooperation was examined.

Figure 3-4 Interrelationship between Organizations Related to Communicable Disease Control in a Developed Country (Japan)

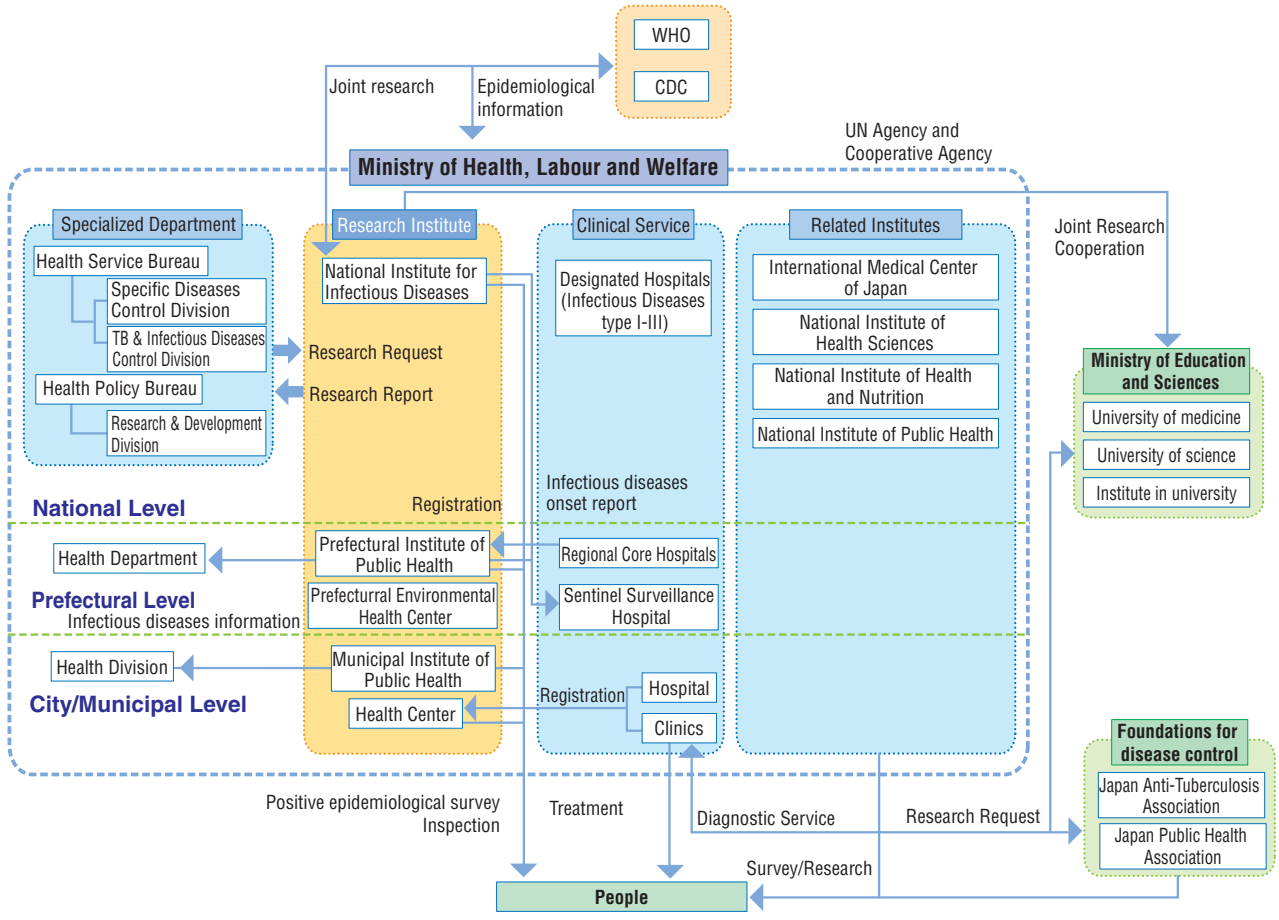
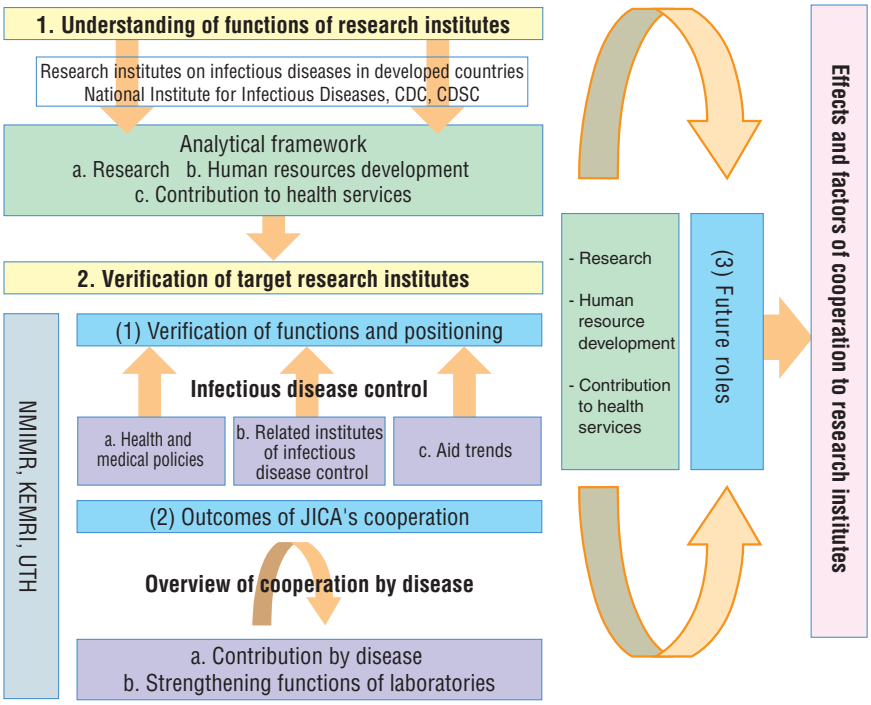


Figure 3-5 Conceptual Chart of Evaluation Method



1-3 Evaluation Analysis

This Annual Evaluation Report introduces the analysis results of KEMRI mainly in the evaluation analysis on cooperation to the NMIMR, the KEMRI, and Virology Laboratory and TB Laboratory of the UTH.*

(1) Kenya Medical Research Institute (KEMRI)

1) Outline of Cooperation

a. Background

In response to a request from the government of Kenya for a technical cooperation project for public health focusing on research of infectious disease, JICA launched the Communicable Disease Research and Control Project designating the KEMRI in 1979, the Division of Vector-Borne Diseases of the Ministry of Health and the National Public Health Laboratory Services as counterpart organizations. The KEMRI became the main partner of JICA's projects after its main facilities were completed with Japan's grant aid in 1981. Since 1979, with KEMRI as the implementation organization in the partner country, JICA has implemented seven Technical Cooperation Projects for infectious disease control including the Infectious Disease Control Project and the International Parasite Control Project, both of which are underway at this evaluation study in 2004. In this regard, the government of Japan assisted in the development of the facilities and equipment of the KEMRI, through a grant aid called the Project for Improvement of the Kenya Medical Research Institute in the Republic of Kenya in 1997.

b. Purpose and Contents of Cooperation

Since start of cooperation for the KEMRI in 1979, a series of JICA's cooperation has aimed at strengthening the research capability of the KEMRI. In 1990, human resource development in the health and medical field became an additional purpose, and training for medical personnel has been implemented to disseminate the research outputs to medical personnel inside and around the country (implemented in 17 countries including Uganda, Ethiopia, Tanzania so far). In JICA's cooperation with the KEMRI, research and training were implemented primarily in blood screening and parasite control. Especially for blood screening, the hepatitis B test kits developed by the KEMRI have been disseminated nationwide through the coordination of research and training. In addition, as a training center related to infectious disease control and a WHO reference laboratory, the KEMRI has greatly contributed to infectious disease control in the country and in Africa. Under a series of hepatitis control activities conducted by the KEMRI, hepatitis control has been implemented with the focus on protection from hepatitis B with JICA's support for epidemical surveys and the development and diffusion of testing kits for hepatitis B. In the process of the national diffusion of the test kits, hepatitis control with a focus on the prevention and measures for hepatitis B were implemented, leading to not only a significant improvement in the screening rate of blood for transfusion, but also improvement in blood-testing techniques through training in Kenya. Moreover, the KEMRI disseminates diagnostic and examination techniques by conducting third-country training in blood screening (hepatitis B and HIV/AIDS) as a research base of infectious diseases in Africa, in the midst of rapid spread of HIV/AIDS in Kenya and neighboring countries.

2) Positioning and Functions of the KEMRI in Infectious Disease Control

a. Functions of the KEMRI

The KEMRI researches comprehensively in the medical field including infectious diseases as the largest medical research institute under the jurisdiction of the Ministry of Health. In the field of infectious diseases, the KEMRI conducts study in epidemiology, immunology, molecular biology, preventive measures of 12 diseases such as HIV/AIDS and opportunistic infection. These research outputs are regularly reported to related agencies includ-

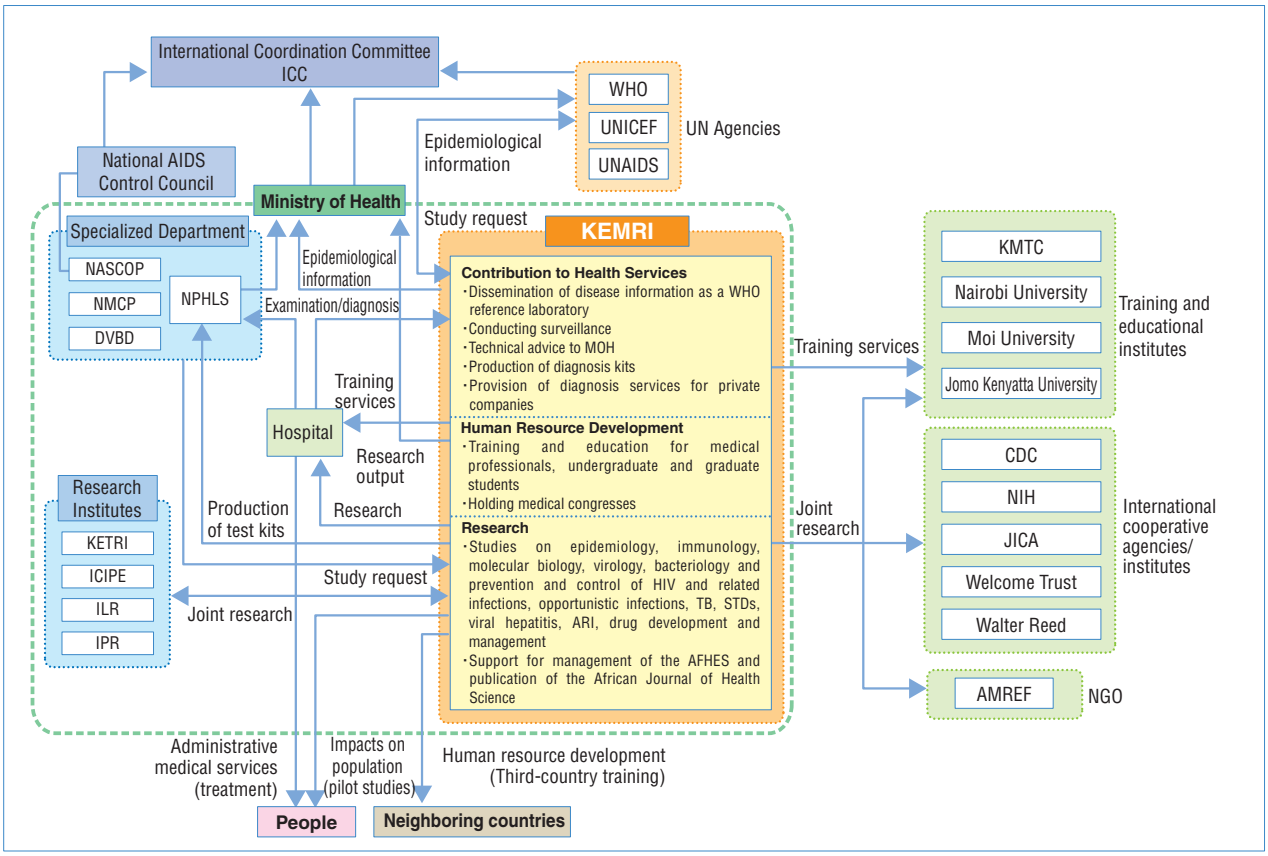
*Refer to the full report of 2004 Thematic Evaluation on Communicable Disease Control in Africa (viewable at http://www.jica.go.jp/evaluation/after/theme.html) for the whole content including the analysis results on NMIMR and Virology Laboratory and TB Laboratory of the UTH.

ing the Ministry of Health. The KEMRI is also involved in the operation of a non-governmental institute whose purpose is to promote health and science in Africa, namely, the African Forum for Health Science (AFHES), and as well as the publication of a medical journal, African Journal of Health Science published by the AFHES. For human resource development, the KEMRI accepts undergraduate students and graduate students from domestic universities and provides opportunities for practical training and research to take a degree as a training center. In addition, it operates the Institute of Tropical Medicine and Infectious Disease in collaboration with the Jomo Kenyatta University College of Agriculture and Technology, giving instructions to researchers on master's course and doctoral courses. The KEMRI also provides in-country and third-country training in infectious disease control for medical personnel domestically and internationally. As for health services, as a WHO reference laboratory as mentioned above, it conducts disease surveillance, disseminates information on the spread of various diseases domestically and internationally, gives technical advice to the Ministry of Health, produces hepatitis B test kits and other test and diagnostic kits, provides test and diagnostic services to private enterprises, and dispatches the staff to "studies for national preparedness in the event of major disease outbreaks" implemented by the Ministry of Health. The functions of the KEMRI as a research institute can be divided into three categories: research for individual diseases such as HIV/AIDS, malaria; human resource development including training for medical personnel; and contribution to health services such as information dissemination as a reference center and test and diagnosis.

Table 3-13 Functions of KEMRI in Communicable Disease Control

Functions	Activities
Research	Studies on the epidemiology, immunology, molecular biology, virology, bacteriology and prevention and control of HIV and related infections, opportunistic infections, TB, STDs, viral hepatitis, ARI, diarrheal diseases, malaria, Schistosomiasis, Leishmaniasis, Filariasis, intestinal parasites, drug development and management Support for the management of the AFHES and the publication of the African Journal of Health Science
Human Resources Development	Training and education for medical personnel, undergraduate and graduate students, holding medical congresses
Contribution to Health Services	Dissemination of disease information as a WHO reference laboratory, conducting surveillance, participation for the "studies for national preparedness in the event of major disease outbreaks" technical advice to the MOH, production of diagnosis kits, and the provision of diagnosis services for private companies

Figure 3-6 Relationship of Organizations Related to Infectious Disease Control in Kenya



b. Positioning of the KEMRI

The jurisdiction of the KEMRI was shifted from the Ministry of Research, Technical Training, and Technology, to the Ministry of Health due to the administrative reforms in 1999, consolidating its both position as a core research institute in infectious disease control in reality and in name in Kenya. The KEMRI not only pursues research on individual diseases as a medical research institute, but also dispatches the researchers to the infectious disease control program implemented by the Ministry of Health, having established a route to reflect the research outputs on infectious disease control. As a research base in East Africa, it is designated as a WHO reference laboratory for HIV/AIDS, polio, viral hemorrhagic fever, leprosy, leishmaniasis, antibacterial resistance, and bacteriology, and functions as a regional research institute for infectious diseases.

3) Outcomes of JICA's Cooperation

JICA's cooperation effects to KEMRI, with regards to how the cooperation provided by JICA so far has contributed to enhancing the function of the KEMRI as a research institute, are explained below.

a. Improvement in Research Capabilities of the KEMRI

The purposes of JICA's technical cooperation for the KEMRI that has been implemented continuously since 1979 were improvement of research capabilities of the KEMRI and human resource development in the medical field. The KEMRI has carried out joint research with the Centers for Disease Control and Prevention (CDC) of the US and Walter Reed since the initial stage of its establishment. The KEMRI has then improved its research capabilities with support from JICA and overseas research institutes, actively carrying out joint research. Some examples of joint research with overseas research institutes and the KEMRI in 2004 are shown in Table 3-14. Some of these research outputs are published in medical journals inside and outside the country. As mentioned above, the KEMRI has carried out a lot of research continuously in the field of infectious disease control, and its research capabilities are highly evaluated by overseas research institutes. Cooperation effects of JICA who put efforts into function enhancement of the KEMRI in the first stage are realized for the function enhancement of the KEMRI in this manner.

b. Infrastructure Development of the KEMRI

Japan promoted assistance to the KEMRI from two sides: software support to human resource development and hardware support to improvement in research facilities and equipment. It can be said that the research capabilities required for the KEMRI to conduct joint research with overseas research institutes have been cultivated through JICA's technical cooperation; however the research infrastructure required to carry out research itself including facilities and equipment have also been developed with Japan's grant aid. The KEMRI highly evaluates the development of these advanced facilities and equipment as well as JICA's technical transfer, which has enabled it to carry out joint research with overseas research institutes and has further improved its research capabilities. Japan's cooperation improves the research infrastructure from both technical cooperation and development of research facilities and greatly contributes to functional enhancement of the KEMRI as a research institute.

c. Enhancement of Research Implementation Capability

The KEMRI has succeeded in acquiring the research implementation capability required to expand joint research with overseas research institutes through Japan's technical transfer and facility improvement. The KEMRI can obtain grants for research from overseas joint research institutes thanks to its advanced research implementation capability, thus contributing to strengthening of financial ground. On the other hand, the research and development expense made up from grants for research from overseas research institutes and JICA's grant for operation increases wholly according to the rapid increase of grants for research from overseas research institutes. Consequently, the ratio of JICA's grant for operation to the entire research expense decreases from 11% in 1999/2000 to 5% in 2002/2003. Most of the research expense of the KEMRI is in joint research with overseas research institutes; however the secured budget required for joint research owes a great deal to improvements in research infrastructure by Japan. Japan's cooperation effects are seen not only in improved research capabilities but also the enhanced function of the institute on the financial side.

4) Role of the KEMRI in Infectious Disease Control and Future Relationship with JICA

Through a series of analyses based on the positioning, func-

Table 3-14 Examples of Joint Research by KEMRI

Overseas Research Institutes	Research Content
Centers for Disease Control and Prevention (CDC)	CDC conducts HIV/AIDS prevention and research at the Kisumu center in West Kenya in collaboration with KEMRI. The center, which has 200 staff members assigned from the KEMRI, is the largest CDC center outside the US. The headquarters of KEMRI is considering research concerning emerging infectious disease control.
Walter Reed Army Institute of Research, US	WRAIR conducts studies on the development of vaccines for malaria in cooperation with USAID and KEMRI.
Welcome Trust Foundation	The Welcome Trust has conducted epidemiological and clinical studies on malaria in Kilifi in Coast since 1989. Kilifi is the largest site of KEMRI, and has 600 staff members.

tions, and effects of JICA cooperation with the KEMRI in infectious disease control, the expected role of the KEMRI in the future can be summarized as follows in terms of three functions of research, human resource development, and contribution to health services: 1) The functions of infectious disease control comprising research, human resource development, and contribution to health services will be further enhanced through research and development, production, and dissemination of several blood testing kits, such as an HIV/AIDS testing kit, that can be produced at a low cost in Kenya, as a comprehensive medical research institute in Africa; and 2) The institute will continue to serve as a center for human resource development by implementing in-service training of medical personnel in Kenya and third-country training for surrounding countries centered on the ongoing Global Parasitic Disease Control Project and will expand its reference functions by establishing and expanding epidemiological databases on emerging infectious diseases such as HIV/AIDS and Ebola and information transmission as a core research institute in Africa in collaboration with the Ministry of Health.

JICA has implemented technical cooperation for the purpose of enhancing the functions of the research institute mainly for the research capabilities since the initial stage of establishment of the KEMRI. JICA's cooperation with the KEMRI is characterized by research and training concentrated on blood screening and parasite control. As for blood screening, in particular, the coordination of research and training allowed the test kits that were developed by the KEMRI and produced domestically to be disseminated nationwide. In addition, as one of the top research institutes in Kenya and a WHO reference laboratory, the KEMRI has greatly contributed to infectious disease control in Africa and served as an educational and training institute to develop medical professionals. The research activities have contributed to improvements in health for the people in Kenya through improvement of health services. It can be judged from these facts that the KEMRI has contributed to improvement of infectious disease control in Kenya and the research infrastructure which contributes to infectious disease control has been cultivated through JICA's cooperation. Meanwhile, the KEMRI already has sufficient capabilities as a research institute, and it is now time to examine if cooperation aimed at technical transfer meets the actual situation. Future cooperative relationship with the institute whose main activities are joint research with overseas research institutes must be reexamined to promote cooperation for the future.

(2) Noguchi Memorial Institute for Medical Research (NMIMR), and Virology Laboratory and Tuberculosis Laboratory of the University Teaching Hospital (UTH)

The evaluation results of cooperation for institutes other than the KEMRI, that is, the NMIMR and the UTH are overviewed here.

1) Noguchi Memorial Institute for Medical Research in Ghana

a. Outline of Cooperation

In 1968, the Overseas Technical Cooperation Agency (OTCA), the predecessor of JICA, started to dispatch experts to the Korle Bu Hospital (Ghana College of Health Services) for the purpose of promoting research on virology based on the request from the government of Ghana. After the completion of the facilities of the NMIMR with grant aid in 1979, technical cooperation provided at the Korle Bu Hospital by JICA was transferred to the NMIMR. In 1986, JICA started project-type technical cooperation titled the Noguchi Memorial Institute Project at NMIMR. Since then, JICA has continuously cooperated with the NMIMR for the purpose of improving its research capacity in infectious disease and parasite control over a period of 28 years up to the time when this study was conducted in 2004. Currently a Technical Cooperation Project, the West African Center for International Parasite Control Project, is underway. Meanwhile, the Japanese government supported the development of the facilities and equipment of the NMIMR through the execution of the Noguchi Memorial Institute Power Grid Development Project in 1988, and Noguchi Memorial Institute Rehabilitation and Extension Project in 1997.

b. Positioning and Functions of the NMIMR in Infectious Disease Control

The NMIMR plays the central role in infectious disease control in Ghana owing to its research outputs in the past and advanced test and diagnostic techniques. For example, in the research of drug resistance bacteria of malaria the NMIMR offered the government of Ghana an opinion to stop using chloroquine and shift to a new drug, and the government decided to adopt a new drug based on the opinion. Equipped with the best test and diagnostic technique and facilities, it operates as a national reference laboratory for HIV/AIDS and tuberculosis, an external quality control organization, and a WHO reference laboratory for Polio in West Africa. Though it is not under the direct jurisdiction of the Ghana Health Service, the Ghana Ministry of Health, which is the main body to execute infectious disease control, is positioned as an infectious disease research institute in infectious disease control in Ghana owing to its performance. The NMIMR not only feeds back research outputs to infectious disease control, but also develops human resources and provides health services, contributing to infectious disease control.

c. Outcomes of JICA's Cooperation

JICA has continuously implemented technical cooperation for the purpose of improving the research capabilities of the NMIMR since its establishment in 1979. After it was judged that

the NMIMR has sufficient research capabilities, capacity building of health/medical personnel involved in infectious disease control through training was added as the cooperation purpose. Through such cooperation, the NMIMR has grown to be one of the best research institutes in Africa. The NMIMR that achieved functional enhancement as a research institute through JICA's cooperation greatly contributes to infectious disease control in the country and in West Africa as a research institute and a reference laboratory, and also diffuses the research outputs to medical personnel inside and outside of the country by conducting in-country training and third-country training. These activities lead to improvement of health services in Ghana and its surrounding countries.

d. Role of the NMIMR in Infectious Disease Control and Future Relationship with JICA

The expected future roles of the NMIMR as a research institute for infectious disease control can be summarized as follows in terms of research, human resources development, and contribution to health services: 1) to maintain the strengthening of its research on infectious diseases that should be eradicated in West Africa and through Africa by promoting joint research with foreign universities and research institutes, as well as conducting leading research on infectious disease control in Ghana as a research institute equipped with advanced diagnostic techniques that are indispensable for infectious disease control through molecular level analysis and genetic analysis; 2) to serve as a center for human resource development as an executing agency for the in-service training of medical personnel in Ghana and third-country training for the surrounding countries, and to establish a position as a research base for infectious disease control in West Africa under the framework of the West African Center for International Parasite Control Project; and 3) to expand health services that lead to enhanced public health, including the quality control of vaccines, research on drug resistance in malaria, and information transmission as a reference laboratory through coordination with the Ministry of Health.

A series of JICA's cooperation activities for the NMIMR involved carrying out research to improve the infectious disease control conducted by the government, such as the distribution system of vaccines and improving test accuracy of infectious diseases. These research activities of the NMIMR are evaluated as having contributed to improving the health of the people in Ghana through the improvement of infectious disease control. The NMIMR has greatly contributed to improvement of infectious disease control in Ghana and the surrounding countries receiving cooperation from JICA including titer test of EPI vaccines, activities as a reference center for polio, and introduction of external quality assurance system of HIV/AIDS and tuberculosis tests. On the other hand, as research implementation capability of the NMIMR improves, joint research with overseas research institutes have become its main activities, and JICA's technical cooperation system aimed at technical transfer and its assistance for the NMIMR have been reviewed. The objective of JICA assistance is technical transfer, and it met the needs of the NMIMR in the initial stages of cooperation. However, today when the research capabilities of the NMIMR have improved and the enhancement of the independence of the NMIMR is the goal, JICA's assistance aimed at technical transfer does not always meet the actual situations of the NMIMR. It is concluded that a new cooperative relationship that treats the NMIMR as an equal partner is required in the future.

2) Virology Laboratory and Tuberculosis Laboratory of the University Teaching Hospital

a. Outline of Cooperation

JICA started the University of Zambia Medical School Project with the purpose of reducing infant morality from 1980 based on a request from Zambia. When this project was closed in 1989, the importance of prevention, diagnosis, and care for infectious diseases in infants was emphasized as a recommendation of the terminal evaluation of the project. In response to the request of the Zambian government which had received the recommendation, JICA launched project-type technical cooperation in infectious disease control, namely, the Infectious Disease Project, designating the UTH as an implementing organization, in 1989 and the HIV/AIDS and Tuberculosis Project is underway as of the point of this study. Virology Laboratory and the Tuberculosis (TB) Laboratory, which belong to the laboratory services department of the UTH, served as counterparts for these projects, and JICA has provided cooperation to strengthen research capabilities and organization system of these laboratories. Moreover, in order to develop the infrastructure for research activities, JICA installed Virology Laboratory in 1991 and TB Laboratory in 1997 through Technical Cooperation Projects.

b. Positioning and Functions of Virology Laboratory and TB Laboratory of the UTH in Infectious Disease Control

The laboratories of the UTH are positioned as public testing institutions under the jurisdiction of the Ministry of Health, and the research activities of the UTH are regularly discussed in a special committee composed of the Ministry of Health, the Central Board of Health (CboH), University of Zambia Medical School, and the UTH. Activities of Virology Laboratory and TB Laboratory of the UTH are also examined by this special committee, and the contents are in line with the policies of the government of Zambia.

Virology Laboratory of the UTH is designated as an intercountry reference laboratory for polio, and a national reference laboratory for HIV/AIDS, influenza and measles, and participates in surveillance of these diseases implemented by the Ministry of Health. TB Laboratory of the UTH serves as an

external quality assurance institution of the TB microscopy centers in Lusaka.

c. Outcomes of Cooperation of JICA

Both laboratories have worked to establish a national surveillance network for polio and measles through JICA assistance and have contributed to establishing the diagnostic capability for infectious diseases in Zambia, for instance, by conducting external quality assurance for HIV and tuberculosis tests. In addition, they contribute to infectious disease control with respect to health services, these through a series of activities as a base of human resource development and diagnosis, including training for medical personnel in regional laboratories, the diagnosis of specimens, external quality assurance, and so on. Virology Laboratory of the UTH serves as a national reference laboratory for measles and influenza, and as a WHO inter-country reference laboratory for polio even after termination of JICA's cooperation and plays an important role as a research institute for infectious diseases not only for the country, but also for the surrounding countries.

d. Role of Virology Laboratory and TB Laboratory of the UTH in Infectious Disease Control and Future Relationship with JICA

Through a series of analyses based on the positioning and role of the UTH Virology Laboratory and TB Laboratory, and effects of JICA's cooperation with the laboratories, the expected roles of the laboratories in the future as a research institute in infectious disease control can be summarized as follows in terms of research, human resource development, and contribution to health services: 1) to strengthen research on HIV and tuberculosis, which is a type of opportunistic infectious disease, at a time when the diffusion of anti-retrovirus treatment has become an increasingly critical issue, by adopting the global 3 by 5 Initiative (global target to provide three million people living with HIV/AIDS in developing countries anti-retrovirus treatment [ART] by the end of 2005) in Zambia, which faces HIV/AIDS as a national issue, in addition to its existing research on related diseases in the Expanded Program on Immunization; and 2) to hasten the provision of medical personnel dealing with HIV testing in provincial and county hospitals and VCT centers, which are voluntary counseling and experimental regional centers as part of human resources development for HIV/AIDS control; and 3) regarding contribution to health services, to establish an experimental and diagnostic system capable of contributing to HIV/AIDS control with expanded ART that is an anti-retrovirus treatment against HIV/AIDS, in cooperation with the research and human resource development mentioned above.

Virology Laboratory and TB Laboratory of the UTH are organizationally positioned as laboratories of an educational hospital of a university, and they are characterized as playing more of a role as testing institutions than the NMIMR and the KEMRI. In

The KEMRI that have grown to a core research institute in the region by collaboration of technical cooperation and grant aid

infectious disease control, more activities as a reference laboratory and a laboratory are conducted, as seen in their contribution to eradication of polio. In addition, in Zambia where the above-mentioned 3 by 5 Initiative was adopted, the role as a reference laboratory for HIV will be more important. JICA needs to examine the necessity of assistance on the hardware side and the software side so that each institution will maintain the reference function and contribute to infectious disease control continuously.

(3) Cross-sectional Analysis of Evaluation Results

1) Effects of Cooperation with the Research Institutes

Though the positions as a research institute in infectious disease control of the NMIMR in Ghana, the KEMRI in Kenya, and Virology Laboratory and TB Laboratory of the UTH in Zambia are all different, it was clarified that all three research institutes have contributed to infectious disease control through research, human resource development, and contribution to health services. It was confirmed that as a result of technical transfer and long-term infrastructure development by Japan, these three research institutes conduct research activities in line with the health policy as a base of infectious disease control not only for the nation but also for the surrounding countries, and the activities contribute to improvement of public health. The evaluation study found the following common factors leading to generation of effects in the cooperation with these three research institutes.

a. Collaboration with the Ministry of Health and Infectious Disease Control

Though the NMIMR is a semi-autonomous institution under the University of Ghana managed by the Ministry of Education, annual meeting is regularly held with the Ministry of Health. The KEMRI is positioned as a core research institute under the jurisdiction of the Ministry of Health infectious disease control, and Virology Laboratory and TB Laboratory of the UTH is positioned as a public testing institution of the Ministry of Health in infectious disease control, therefore, the route to reflect the research outputs on the national infectious disease control is sufficiently established. Despite different organizational positions as research institutes, they all contribute to infectious disease

control of the governments by dispatching staff to provide technical advice to health programs and committees implemented by the Ministries of Health beyond the framework of the research institutes.

b. Contribution as a Reference Laboratory and a Collaborating Center

As shown in the major contribution made by Virology Laboratory of the UTH to polio eradication in Zambia as a reference laboratory, all the three research institutes conduct testing and quality control in infectious disease surveillance as reference laboratories, and conduct tests and diagnosis which cannot be replaced by any other laboratories in the country and the surrounding countries as top referral.

c. Generation of Synergistic Effects by Technical Cooperation and Upgrading of Research Infrastructure

The research facilities and equipment of these three institutes were built and upgraded with support from Japan. Continuous implementation of technical cooperation has been combined with improvement of facilities and equipment essential for research activities with grant aid and technical cooperation projects and, as a result, research capabilities of these research institutes have improved as synergistic effects. The establishment of research infrastructure has made it possible to carry out joint research activities with overseas research institutes, leading to further improvement of research capabilities. Moreover, acquisition of grants for research also strengthens the financial basis.

d. Human Resource Development

All three research institutes provide technical training for medical personnel not only inside the countries but also for the surrounding countries and they broadly accept undergraduate and graduate students from universities inside and outside the countries as trainees. As an implementation base of third-country training for the surrounding countries, the NMIMR implements third-country training on diseases related to the Expanded Program on Immunization (EPI) in collaboration with the WHO even after termination of JICA cooperation. As a base for parasite control, the NMIMR and KEMRI function as a center for human resource development of the surrounding countries through third-country training through the West African Center for International Parasite Control (WASIPAC) and the Eastern and Southern Africa Center for International Parasite Control (ESACIPAC), respectively.

2) Recommendations for Future Cooperation for Target Research Institutes

Japan has continuously provided technical cooperation to the NMIMR, the KEMRI, and Virology Laboratory and TB Laboratory of the UTH over 20 to 30 years since their foundations. Cooperation from both sides of research infrastructure development and technical transfer has generated synergistic effects at all the research institutes, which have grown to be leading research institutes in Africa. As conclusion of the evaluation study, the future direction of cooperation for each institute is presented as recommendations below.

a. Strengthening Relationship as Development Partner

JICA has implemented technical cooperation for the purpose of enhancing the research capabilities of the institutes, which have been sufficiently fulfilled. For the future, an examination should be made of how to utilize the research capabilities of the research institutes as development partners in the health and medical sector in Africa. Each of the institutes provides technical advice to health committee and programs implemented by the Ministries of Health, and it should also be examined how to reflect the outcomes of JICA's technical cooperation directly on infectious disease control of these countries by strengthening the relationship with them as partners.

In JICA's long-term cooperation, many experts have been dispatched to these institutes from universities and research institutes in Japan. The researchers of the institutes in the partner countries also receive training at these universities and research institutes, deepening exchange between research institutes in Japan and Africa. For the future, it is required to strengthen the relationship as partners including partnership in the form of joint research and research consignment with these universities and research institutes in Japan, while respecting the independence of research institutes on the African side as much as possible.

b. Cooperation to Maintain Function as Reference Laboratories

The research institutes subject to this evaluation study greatly contribute to infectious disease control, including promotion of EPI-related disease control and ART (anti-retrovirus treatment for those living with HIV/AIDS) in the countries and in Africa as WHO reference laboratories or collaboration centers. Especially in Zambia, where the 3 by 5 Initiative of WHO/USAID was adopted, the function as a reference laboratory for HIV will be more important in the future.

It is important to maintain and develop the functions as reference laboratories of these research institutes continuously to implement infectious disease control in these countries smoothly. JICA is required to examine the necessity of assistance for hardware and software as necessary for these institutes to maintain the reference function and contribute to infectious disease control continuously.

c. Utilization as Training Centers

All the research institutes implement in-country and third-country training as a part of JICA's cooperation, and also nurture

medical personnel based on requests from the Ministry of Health and relevant agencies. According to an evaluation study of human resource development projects conducted by each institute and JICA overseas offices, the trainees highly evaluate the quality and it is judged that all the institutes sufficiently function as human resource development training center.

An issue that must be reviewed in future is how JICA will utilize the training functions of the NMIMR, the KEMRI, and the UTH. Possible utilization includes function as a training facility for other health projects implemented by JICA in Africa, support for training activities carried out independently by each institute, and consigning third-country training to these institutes as an implementation agency for South-South cooperation.

As for third-country training, as the NMIMR implemented third-country training of EPI diseases in collaboration with the WHO, support to promote joint implementation of each of the research institutes and overseas agencies can be one way to secure third-country training continuously.

On the other hand, Japanese research institutes and universities can also utilize the research institutes as a training facility for Japanese health personnel. It is expected that these research institutes in Africa that have received JICA's support and have deep interchange with Japan will be utilized effectively for development of Japanese researchers.

d. Strengthening Regional Network

JICA positions the NMIMR as a base for infectious disease control in West Africa, the KEMRI in East Africa, and Virology

BOX 9 Evaluation of the Target Countries by External Experts

For the Thematic Evaluation on Communicable Disease Control in Africa, evaluation of the target countries was also conducted by external experts with cooperation from the African Evaluation Association. These evaluators participated in the field study of the Japanese study team and independently conducted a survey. The summaries of the evaluation results are introduced below.

(1) Ghana

Summary of Evaluation Results by Dr. Anthony T. Seddoh (Manager, Health Systems Development Section, Policy Department, Ghana Health Service)

The NMIMR evaluated this time is under the jurisdiction of the Ministry of Education, Youth and Sport, Ghana Health Service (NHS), which is an implementing body of health services under the jurisdiction of the Ministry of Health, and the National Public Health Laboratory (NPHRL), which is also under the Ministry of Health and are not directly related in terms of administrative organization. However, they are in a mutually complementary relationship in national infectious disease control. The functions in diagnosis in infectious diseases of the NPHRL and its regional organizations, Public Health Laboratories (PHRL) in each region, are mainly limited to bacteria tests and virus check at basic level, whereas the NMIMR conducts advanced virus check and leading-edge research as an advanced research institute.

From the above-mentioned position in infectious disease control in Ghana, the NMIMR greatly contributes to infectious disease control from a technical aspect.

In fact, the evaluation results this time revealed that the priority research issues of the NMIMR have a close relationship to health and medical care programs implemented in the health sector in Ghana and Africa, regardless of the contents on infectious diseases or noninfectious diseases. The NMIMR is a research institute that has no rivals in virology and experimental technology in infectious disease control in Ghana and West Africa, and if the NMIMR makes policy recommendations focusing on how to support delivery of health services by the government of Ghana, more desirable outcomes will be brought about for promotion of infectious disease control. In this context, it is important for the NMIMR to enhance activities in the field of public health as shown in the West African Center for International Parasite Control Project, which is currently being implemented. However, since the NMIMR does not always have superiority in social science and the relevant areas that are required in this field, activities must proceed in cooperation with related organizations based on the situations.

(2) Zambia

Summary of Evaluation Results by Mr. Stephen L. Muyakwa (a member of the Zambia Evaluation Association)

The Virology Laboratory of the UTH, which has successfully improved its research capabilities as the results of long-term cooperation by JICA, is now designated as a reference laboratory by the WHO. This means that it has the responsibility to provide health services not only inside the country of Zambia but also for the surrounding countries. The fact that it has advanced research capabilities is known domestically and overseas and becomes a promotion factor for the UHT to establish cooperation relationship with other development partners in the fields of infectious disease control. Moreover, the research outputs generated by collaboration between JICA and the UTH are published as research papers in the country and overseas.

From the viewpoint of human resource development, researchers who have gained experience in research in fields such as tissue culture, serology, immunology, and molecular virology as a result of long-term technical cooperation participate in various health programs implemented by the government as committee members, providing technical advice. Virology Laboratory and TB Laboratory of the UTH have given instruction on testing skills for various medical institutes involved in infectious disease control, such as provincial and prefectural hospitals, through JICA's cooperation, thus contributing to improvement in laboratory diagnosis of infectious diseases. As mentioned above, it was clarified that cooperation by JICA contributed to functional enhancement of Virology Laboratory and TB Laboratory of the UTH, and it will be required to formulate cooperation in line with the actual situations in the UTH today.

Laboratory and TB Laboratory of the UTH in Southern Africa, and has provided cooperation for infectious disease control mainly through these bases. These three research institutes have established a testing system including the surrounding countries as a regional reference laboratory and an inter-country reference laboratory.

In the future, it is desirable to establish regional networks based on the three research institutes, and to promote South-South cooperation including the dispatch of third-country experts. From now on, support for ART and participatory approaches to regional public health are expected to become the main cooperation in the field of health. Examination should be made of how to promote cooperation in the health and medical field in Africa effectively by utilizing the personnel of these three research institutes experienced in research in these areas.

2 Program Evaluation (Basic Education Sector in Honduras)

2-1 Outline of Evaluation Study

(1) Background and Objectives

In order to improve project effects further, JICA has been working to enhance the program approach that combines cooperation projects strategically across cooperation schemes or sectors towards solutions of problems. As a part of such effort, by creating an implementation plan and trying out budget management in units of programs*, JICA is promoting greater sophistication of a project management system by program. In this context, the importance of evaluation to comprehensively examine the effect of a program and improve the program has been increasing.

In order to develop a program evaluation method based on past experiences in country-program evaluation, JICA looked into major methods used by major bilateral aid agencies and international organizations and examined program evaluation methods.

This method will incorporate the following three points when conducting evaluation.

1) In order to evaluate the appropriateness of cooperation as a means of increasing the effects towards solving problems, not only the consistency of the strategy of the JICA Program, but also the priority and positioning of the project in the strategy of the partner shall be confirmed.
2) Program evaluation does not simply accumulate individual projects, but also assesses coherency and relationships among components of the program with a focus on its strategic aspect.
3) Evaluation shall be conducted using the concept of contribution** based on coordination and collaboration with projects of not only JICA but also the concerned country, other agencies in Japan, and other donors.

In response to the above-mentioned survey result, the Basic Education Enhancement Program in Honduras was selected as the evaluation target, and the trial implantation of a program evaluation was determined. The reason for the choice of the program is that it was formed as a program with common goals from the initial stage of the formulation and the education sector, like the poverty and health sectors, is internationally so advanced in terms of program approach and sector wide approach (SWAP) that this evaluation may serve as a role model for other sectors.

The objectives of this thematic evaluation are to improve the evaluation method and put it into practical use through a trial evaluation on the Basic Education Enhancement Program in Honduras using the evaluation method proposed under these situations and then extract recommendations leading to improving the program and lessons that will serve as role models for future program approach.

(2) Program Subject to the Study

The Basic Education Enhancement Program in Honduras***, which was the subject of this evaluation study, aimed to enhance basic education (specifically, to lower the rate of grade repeaters or dropouts in primary education), and was composed of three program components as shown in Table 3-15.

JICA regarded this program as support for the Fast Track

* JICA defines "program" as a strategic framework to support the achievement of mid- and long-term development goals in a developing country (program purpose and an appropriate cooperation scenario to achieve it).

** As evaluation viewpoints for cooperation outcome, there are two concepts: attribution and contribution.
Attribution: A concept to prove precise causal relationships between a project of a specific aid agency and changes of development status in the partner country
Contribution: A concept to verify the plausibility of the causal relationships between the outcome aimed by an aid agency and the progress of development issue, which should be recognized separately and explicitly in advance
Generally speaking, a program sets a relatively high-level goal conducive to the developmental goal of the partner country and it is obvious that various factors other than the activities of one agency are complexly involved in achieving such goal. Therefore, the verification of attribution is generally considered difficult, and so a technique to conduct evaluation based on the concept of contribution, which includes involvement of other agencies toward development issues, is becoming a mainline stream for bilateral aid agencies and international organizations.

*** The Basic Education Enhancement Program has been expanded to include Japan's cooperation projects other than JICA projects (ex. grant aid, grant assistance for grassroots human security projects, counterpart fund) at the local ODA Task Force. This study focused on evaluation of the program by JICA projects among them.

Initiative (FTI)*, which is being implemented in Honduras in response to the international agreement, Education for All (EFA), (see 2-2 for detail of EFA-FTI Plan). The goal of the EFA-FTI Plan is to achieve perfect completion of primary education in the period between 2003 and 2015.

For the period of this evaluation target, the primary focus of the analysis was placed on years after 2002 when the formulation of the EFA-FTI Plan began. However, it was necessary to check the reconstruction process after 1998's Hurricane Mitch to confirm the donor coordination process. Also, in order to verify the formation process before the JICA program began, we needed to confirm the activities of experts and JOCVs dispatched prior to the program as related information; so we collected and analyzed information complementarily before 2002 as well.

(3) Framework of the Study

This study was implemented based on the following steps (Figure 3-7).

1) Confirmation of Positioning

First, the positioning of the JICA Basic Education Enhancing Program in relation to the development strategy (EFA-FTI Plan in this study) of the country concerned was confirmed. Since this evaluation study is a trial evaluation, the positioning of the underlying EFA-FTI Plan was also confirmed in relation to the development strategy in Honduras's education sector. Furthermore, in order to check the appropriateness of the approach on the Japanese side, consistency with country- and issue-specific aid policies as well as utilization of cooperation experiences were checked.

2) Confirmation of Strategic Aspect (Coherence and Outcome)

The study checked whether the JICA Basic Education Enhancement Program was planned and implemented with coherency, and verified what kind of outcomes the program has yielded. At the same time, understanding of the implementation process was attempted in order to analyze contributing and inhibiting factors.

3) Evaluation of the JICA Program Based on the Concept of Contribution

After checking the positioning and strategic aspect as described in 1) and 2) above, and examining the progress of development strategy (EFA-FTI Plan) in the partner country, which is the base for positioning, the contribution (plausibility) of the JICA program to the development strategy (EFA-FTI Plan) in the partner country was evaluated to draw out recommendations and lessons learned.

(4) Restriction in Implementation

From the viewpoint of evaluating the outcome of the program, it is desirable to evaluate it based on the results for both the development strategy of the partner country (EFA-FTI Plan) and the JICA program; however, both are still underway and have not reached the stages of evaluation based on results. As a result, this evaluation study did not focus on results; instead, based on the progress of the EFA-FTI Plan up to present, and the corresponding performance of the JICA program to the Plan, it was conducted as a mid-term evaluation on the plausibility of contribution to extract recommendations and lessons for the JICA program towards achieving the goal in the future.

(5) Evaluation Study Team and Period

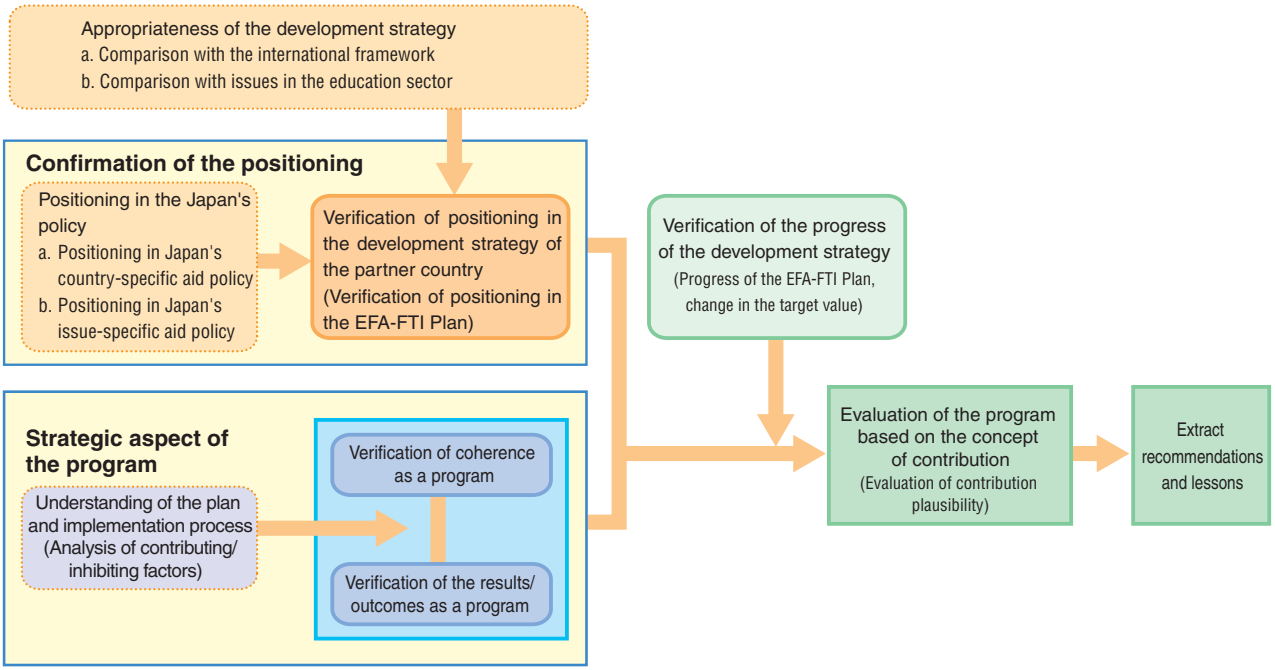
The evaluation study was organized and supervised by the Office of Evaluation of JICA and the study committee consisted of external experts (evaluation advisors) and JICA's related departments (Regional Department III, Human Development Department, Secretariat of Japan Overseas Cooperation

Table 3-15 Major Component Projects of the Evaluation Target Program

	Program Component	Implementation Period	Summary
1	**Support for re-training teachers** Technical Cooperation Project: The Improvement of Teaching Method in Mathematics	2003.4-2006.3	For the purpose of improving teaching skills of mathematics, guidebooks for teachers and workbooks for children were developed, and training for in-service teachers was implemented.
2	**Comprehensive efforts to strengthen basic education** Group dispatch of JOCVs: Model Project for Synthetic Reinforcement of Basic Education	2003.1-2006.2	For the purpose of addressing factors inside and outside of a school to lower the rate of grade repeaters and dropouts, teachers' training, guardian enlightenment, and support for combined classes were carried out. Extraction of activities that are applicable to other regions was another aim.
3	**Support for educational policy** Long-term experts: development plan Long-term experts: basic education enhancement	2000.5-2002.5 2001.12-2005.12	An educational environment survey was conducted to formulate a program/project. Cooperation coordination was promoted and educational policy support was given.

* In order to complete primary education for all children by 2015, a goal that is specified in Millennium Development Goals (MDGs) and the Dakar Framework for Action, countries that meet certain criteria are selected from developing countries which have had difficulty in achieving the goal without foreign aid so that for a given period of time donors can concentrate their support.

Figure 3-7 Framework of Evaluation



Volunteers). The report was prepared by field survey members based on the discussion in the study committee and results of the field survey. The evaluation study was conducted from February 2005 to August 2005 (field survey in Honduras was from April 29 to May 16, 2005).

Evaluation advisors

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2-2 Positioning of JICA Basic Education Enhancement Program

(1) Positioning in Japan's Policy

1) Country-specific Aid Policy for Honduras

Although the country assistance program* for Honduras has not been formulated, a policy consultation survey team was dispatched to Honduras in February 1999, right after Hurricane Mitch, and Japan determined infrastructure, health and medical care, agriculture and fishery, and education as priority sectors for aid, and we are still providing continuing cooperation in these four sectors as priority sectors up to this date.

In 1999, JICA made its Country Program for Hunduras and accordingly implemented cooperation for Honduras (The Program was revised in fiscal 2000 and 2002. Currently, the 2005 version is being revised). JICA's Country Program 2002 was structured so that a strategic project can be implemented with a focus on consistency with PRSP by corresponding the measures in aid priority sectors to the component of PRSP that Honduras made in 2001. Education is positioned in investment to human capital, which is one of the priority sectors in PRSP, and is prioritized in Honduras too. The Japan side also has been consistently implementing cooperation in this sector as the aid priority sector since the policy consultation.

2) Aid Policy in Education

Japan has provided education support for developing countries along with the international aid trend based on its own experience of nation building, which attached a high value to education development. Emphasizing the importance of education support in the ODA Charter (2002) and Mid-term Policy of ODA (1999, 2005), the government promotes cooperation in the education sector.

Since the World Conference for Education for All (EFA) in Jomtien in 1990, the EFA has been explicitly advocated as an international goal, and both developing countries and international cooperation donors have highlighted support for basic education. Previously, Japan had focused on higher education and vocational training in its cooperation. However in response to such a trend, active discussions have been held as to the ideal way and policy of education support centered on basic education in Japan and as a result, the Basic Education for Growth Initiative (BEGIN) was put together in June 2002. In this initiative, Japan promised to strengthen support for a developing country's efforts

*As a part of the measures to improve strategy, efficiency and transparency of ODA, the program is established in light of political, economic, and social situations of the aid receiving country after examining development plans and issues, and states Japan's aid plan for about five years after its establishment.

to promote basic education, and announced the policy of ensuring access to education, improving quality, and management as three priority areas.

In response to the above-mentioned international trend of attaching high value to the EFA and the policy of the Japanese government, which acts in concert with the international trend, JICA formed an education aid examination committee in 1990, from which time the direction of cooperation in the education sector has been examined by installing a task force and through study groups. Furthermore, JICA established Approaches for Systematic Planning of Development Projects: Basic Education in 2002, and the JICA Basic Education Development Project Evaluation Handbook in 2004, thus making efforts to expand cooperation in the education sector centered on basic education. In fact, the cooperation amount of the education sector reached about 20% of total aid in the beginning of the 2000s.

3) Positioning of JICA's Basic Education Enhancement Program in Japan's Policy

As discussed above, the Basic Education Enhancement Program is consistent with Japan's country-specific aid policy for Honduras and aid policy in basic education. Mathematics and science education were selected as the program components based on many years of experience in the dispatch of JOCVs in mathematics education in Honduras, as well as on its reference in the priority areas of BEGIN, thus demonstrating project formulation using experience and advantages. Furthermore, in April 2004, the ODA Task Force was organized and now discussions continue in priority areas and issues in assistance for Honduras as well as in how to proceed with future cooperation. In these discussions, Japan's aid directed at primary education (EFA-FTI Plan) in the education sector has been confirmed and along with the direction, not only JICA's Basic Education Enhancement Program, but also the whole basic education enhancement program of Japan, including grant aid and other projects by the Japanese government, have been implemented.

(2) Positioning in the EFA-FTI Plan of Honduras

1) Situation of Education Sector in Honduras

In Honduras, given that the lack of human resources is one of the inhibiting factors to economic growth, every previous administration placed a high emphasis on educational sector development in its development strategy. For the education sector, 7.2%* of the GDP and 30.5% of the national budget (2005) was allocated, which was the largest allocation among all sectors.

Concerning the current situation of the education sector in Honduras, in the primary education sector**, which the JICA Basic Education Enhancement Program targets, the rough enrollment rate in primary education improved over 10 years, from 94.5% in 1990 to 97.3% in 1999, whereas the completion rate was 68.5% in 2000, and the rate of completing primary education in six years is 31.9%, thus still showing low internal efficiency. For the completion rate up to the sixth grade, rural areas have a lower rate than urban areas. The completion rate of primary education for children whose family income level is among the top 20% is 86%, whereas that of those from the bottom 20% of the family income level is 39%, thus revealing the existence of regional and income disparities. With regard to inhibiting factors leading to such low completion rates, the EFA-FTI Plan has specified issues of low internal efficiency, quality and management of teachers, poverty and low interest in education, and the expansion of post-primary education.

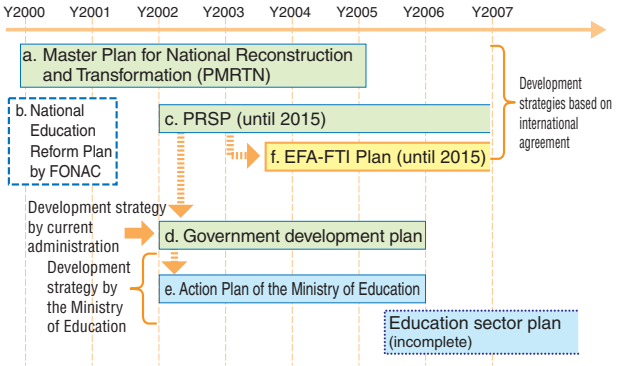
2) Outline of the EFA-FTI Plan

a. Positioning of the EFA-FTI Plan in Development Strategies in the Education Sector

In the situation described above, various development strategies have been established in the education sector. Even after Hurricane Mitch in 1998, the Master Plan for National Reconstruction and Transformation (PMRTN), the national education reform plan by FONAC (2000)***, PRSP (2001), the government plan under the Maduro administration (2002), Action Plan of the Ministry of Education (2002), and EFA-FTI Plan (2002) were made (Figure 3-8). These development strategies have been established by reflecting preceding strategies. The outline of these strategies is shown in Table 3-16.

The EFA-FTI Plan was made by the Ministry of Education after discussions with other donors for the purpose of full completion of primary education, since Honduras was designated as a

Figure 3-8 Flow Chart of the Development Strategy Related to the Education Sector



* This level of education budget is quite high internationally (the average among developing countries is 4.5% of GDP).

** Though basic education has now a nine-year system in Honduras, the first grade to the sixth grade in primary education was basic education when the JICA program began. Accordingly, JICA formulated the program focused on primary education from first grade to sixth grade. Therefore, though it is called the Basic Education Program, the target is primary education in basic education, i.e., from the first grade to the sixth grade.

*** This reform plan was created by FONAC (the largest civil organization created by an administrative order in 1995) as a proposal for the reconstruction from Hurricane Mitch. It does not fall into the category of development strategy, but because of its substantial influence on PRSP, we have included it.

Table 3-16 Outline of Development Strategies in the Honduras Education Sector

a. Master Plan for National Reconstruction and Transformation (PMRTN)	For the purpose of reconstruction following Hurricane Mitch, it was established in 1999 based on the Proposal for the National Reconstruction and Reform, and was approved at CG Meeting in Stockholm. Education is positioned as one of the six reconstruction visions. PMRTN calls for reconstruction, maintenance and management of infrastructure in cooperation with local communities, as well as educational reforms.
b. National Education Reform Plan by FONAC	A proposal made by the FONAC Education Committee through discussion with local government, citizens, education experts, etc. The proposal discusses a broad range of reforms in three subsystems: formal education, non-formal education, and informal education.
c. Poverty Reduction Strategy Paper (PRSP)	It was established in August 2001 by reflecting contents of the PMRTN and FONAC as well as by incorporating opinions of civil society. The poverty reduction strategy deals with six sectors, in which education is referred to as human resource investment. For the education sector, a broad plan, which includes pre-school to higher education, youth/adult education and educational administration, was made. Especially for pre-school, basic and secondary education, target values were set and measures to achieve goals of quality improvement and quantitative expansion were planned.
d. Governmental development plan under the Maduro administration (Plan de Gobierno 2002–2006)	It is a governmental plan established by the Maduro administration that started in 2002. The plan is positioned as the implementation plan of PRSP from 2002 to 2006. The government plan lists seven priority sectors in which the education sector is placed under poverty control and human development as its sub-sector. Like the health sector, it is given high priority as a factor to improve employment and income opportunity. This plan covers pre-school to higher education, has the purpose of quality improvement and quantitative expansion in pre-school, basic and secondary education, and includes a response to educational administration, all of which are common to the PRSP.
e. Action Plan of the Ministry of Education (Plan de Accion y Estrategia 2002-2006)	The Action Plan of the Ministry of Education was made by the Ministry of Education under the current administration, covering the entire education sector in line with three action policies specified in the governmental plan. The plan deals with concrete areas, including qualitative and quantitative expansion centered on revising curriculum and increasing classrooms.
f. EFA-FTI Plan (Fast Track Initiative Education for All Hondurans 2003-2015)	It was made by the Ministry of Education after discussing with donors, as Honduras was selected as a target country of the "Fast Track Initiative (FTI)" proposed by the World Bank. Because of its purpose of completion of primary education, the plan uses the completion rate, not the enrollment rate, as the indicator, and is composed of five components focused on pre-school and primary education.

target country of the Fast Track Initiative (FTI) proposed by the World Bank. Therefore, unlike other policies, this plan focuses on the completion rate instead of school enrollment rate, which agrees with the current shift of the main issue in primary education, from the enrollment rate to the completion rate as described previously in 1). A series of policies from PMRTN to PRSP and government plans, (Action Plan of the Ministry of Education) have a broad content which covers the whole education sector from pre-school to higher education as well as educational administration, whereas the EFA-FTI Plan covers only primary education. Thus the EFA-FTI Plan can be characterized as a plan that covers primary education with a focus on the completion rate.

b. Content of the EFA-FTI Plan

As described above, Honduras has several development strategies in the education sector, and particularly since 2003, the EFA-FTI Plan has become the center for all of the endeavors in the education sector.

As mentioned above, the EFA-FTI Plan aims for the full completion of primary education, under the following three goals.

- The rate of children who complete six-year basic education shall be 100%.
- The rate of children who complete six-year basic education in six years shall be 85%.
- The academic achievement of the sixth grade in mathematics and Spanish shall be 70%.

As an approach to achieving these goals, five components were established: the efficiency of basic education, teaching human resources with quality and efficiency, strengthening of pre-school education, equity and access to intercultural bilingual basic education, and rural education network. For each component, measures and goals were set (Table 3-17). The EFA-FTI Plan, which incorporates measures for various issues of basic education as mentioned in 1) of this section, mainly focused on measures dealing with in-school factors, and did not include any specific measures on socioeconomic problems (such as economic disparities) and the organizational capacity of the Ministry of Education. No particular priority order for specific measures in each component was set either.

3) Progress of the EFA-FTI Plan and the Status of Support Activities by Donors

a. Progress of Each Component and Donors' Support Status

◇ Component 1 (Efficiency of Basic Education)

According to the new curriculum, curriculum schedules, log books, and tests have been created for mathematics and Spanish for each grade from first to sixth. In these activities, the US provides support through a project that aims to set an academic achievement standard as well as to develop standardized mini tests according to the new curriculum. Also, textbooks for Spanish, teacher's manuals and student workbooks for mathe-

Table 3-17 Outline of the EFA-FTI Plan (by Component)

	Component	Indicator by 2015	Main contents
1	**Efficiency of Basic Education** (Entrance to the first grade at age six, and graduation from the sixth grade in six years)	•Sixth grade completion rate at age 12 (no grade repeating): 85% •Sixth grade completion rate: 100% •Sixth grade academic score (mathematics and Spanish): 70%	(1) Entrance to the first grade (2) Study standard and supporting materials (3) Efficient promotion (4) Leveling for pupils over-aged (5) M & E of internal efficiency (6) Help for dropout children
2	**Teaching Human Resources with Quality and Efficiency** (Improve the quality and efficiency of teachers' training and performance)	•200 school days (1,000 hours/year) •3,000 teachers with college degrees •1,500 support centers for teachers •Strengthening the management system for schools and teachers	(1) Training of pre-service teachers (2) Teachers placement (3) Training for in-service teachers (4) Teachers' performance and incentives (5) School and teaching resources management (6) School inspection and follow up
3	**Strengthening Pre-school Education** (Universalize pre-school education for five-year-old children)	•Enrollment rate for five-year-old children: 100%	(1) Coverage (2) Educational materials (3) Training for teachers, volunteer tutors (4) School inspection and follow up
4	**Equity and Access to Intercultural Bilingual Basic Educaion** (Guarantee the equity and access of the ethnic population to the intercultural bilingual education)	•Pre-school enrollment rate of five-year-old children: 100% •Sixth grade completion rate at age 12 (no grade repeating): 85% •Sixth grade completion rate: 100% •Third and sixth grade academic score rate (mathematics and Spanish): 70%	(1) Database (2) Institutionalization for intercultural and bilingual education (3) Adjustment of the basic national curriculum (4) Teachers' training and performance (5) Community participation (6) Special education
5	**Rural Education Networks** (Establish educational networks to secure educational access for children from age of five to 15 in rural areas)	•Enrollment rate for five-year-old children: 100% •Sixth grade completion rate at age 12 (no grade repeating):100% •Sixth grade completion rate: 100% •Third and sixth grade academic score rate (mathematics and Spanish): 70% •Network schools: 466	(1) Establish network (2) Network pedagogical model (3) A bonus for high quality and efficient grade advancement (4) Network management and supervision (5) School lunch and voucher (6) Network assessment and information system

(Notes) 1. Special education was added to Component 4 after it started.
2. In indicators for Component 5, "Sixth grade completion rate: 100%" seems to be a misprint of 85% as is the case for other components.

matics have been developed and distributed nationwide. For the development of mathematics textbooks, Japan has provided aid through PROMETAM, and for printing textbooks, Sweden (in 2005) and Canada (in 2006) has provided financial assistance.

◇ **Component 2 (Teaching Human Resources with Quality and Efficiency)**

In relation to training of in-service teachers, a comprehensive plan for teachers' training has been made, and since 2005 training towards education reform (new curriculum, school management, mathematics, and Spanish training) has been implemented in three steps. This training program is scheduled to be provided nationwide for 10,744 school principals.

In addition to Japan (PROMETAM), Spain and the World Bank provide support through the PFC program* for in-service teachers' training. Germany, on the other hand, provides support for pre-service teachers' trainig.

◇ **Component 3 (Strengthening Pre-school Education)**

Non-formal pre-school education has been organized in 10 key provinces for EFA, and selected volunteer leaders have received training (910 people). Also the educational material for non-formal pre-school education has been created with the support of the US and the developed material has been purchased with the aid of Sweden.

◇ **Component 4 (Equity and Access to Intercultural Bilingual Basic Education)**

This component is the most delayed among the five components. That is because the need for intercultural and bilingual education is not properly understood, and its concept as well as the measures for the EFA-FTI Plan are not clearly defined. Currently, consultants are developing the curriculum policy for special education and the evaluation manual. For special education, Spain provides technical and financial support, and the World Bank provides the loan.

◇ **Component 5 (Rural Education Network)**

As of May 2005, 33 networks have been built in four departments, and books were provided. Fifteen networks are scheduled to be organized in three departments by the end of 2005. Germany provides support for the activities related to these networks.

With the financial support of Sweden, there is a plan to dis-

*A special program for in-service teachers by national educational universities to grant associate and bachelor degrees

tribute school bags and study kits for children in schools in impoverished areas by the end of 2005.

Based on these activities, projects implemented by donors are summarized by component in Table 3-18. When you look at the Table, you can see that the aid to components 1 and 2 are central. It is also obvious from the fact that most (over 90%) of the government budget of Honduras in the education sector is allocated to the salary of teachers, and the project expense is mostly covered by the contribution of donors. The development of educational materials, development of teachers, and training dominate the components. In the EFA-FTI Plan, while financial aid by means of a common fund (from the World Bank, Canada, Sweden and Germany; Spain is now considering participation) is being conducted, project-type technical cooperation is also recognized as an aid modality, showing that each donor has provided cooperation in accordance with its respective modality. As mentioned in an interview with the donors, at the time of the survey an alignment to the plan was gradually carried out with the completion of ongoing projects and the formulation of new projects as the EFA-FTI Plan started in 2003. In the education sector, aid coordination has progressed through MERECE (donors meeting in the education sector) since reconstruction assistance from Hurricane Mitch, and a good relationship between the partner country and donors was a condition of the selection of target countries for the EFA-FTI Plan.

b. Progress Toward the Target of the EFA-FTI Plan

Changes in indicator values for the completion rate of the sixth grade, completion rate of the sixth grade under 12 years old, and academic achievement in mathematics and Spanish, which are the overall goals of the EFA-FTI Plan, were checked. Though the completion rate of the sixth grade under 12 years old and academic achievement in mathematics and Spanish have not reached the target level, the completion rate of the sixth grade was 75.4%, exceeding the target value for 2004 (75%), and the improvement trend was greater than the result for 2000 (69%).

In addition to the overall goals, nine indicators are set, not many of which have been achieved, but many show an improvement. Since not much time has passed since the EFA-FTI Plan started, and activities and progress for each component vary, currently there are variances in the progress of the EFA-FTI Plan. Some areas are making progress while other areas are not.

As the EFA-FTI Plan has been implemented, the organizational capacity of the Ministry of Education has been discussed, leading to planned measures for strengthening the organizational capacity in formulating the education sector plan.

4) Positioning of JICA's Basic Education Enhancement Program in the EFA-FTI Plan

In the Honduran basic education sector, donors are implementing projects in accordance with the EFA-FTI Plan. In such a situation, for the purpose of improving the completion rate as in the EFA-FTI Plan, JICA's Basic Education Enhancement Program extends cooperation with components 1 and 2, on which many donors' support concentrate, through in-service teachers' training and development of educational material by PROMETAM. PROMETAM deals with mathematics, which is a prioritized subject as included in the overall goals of the EFA-FTI Plan. Also, many coordination cases with other donors have occurred, including fund provisions by other donors in distributing educational materials developed by PROMETAM nationwide, as well as cooperation to spread training programs throughout the country. Furthermore, while Japan (PROMETAM) and Spain support training programs for in-service teachers, Germany supports training program for pre-service teachers, and for the verification of academic improvement by PROMETAM, the US has offered to develop study criteria and standardized tests, thus showing the establishment of a complementary relationship.

2-3 Strategic Aspect of JICA Basic Education Enhancement Program (Coherence and Outcome)

(1) Structure of JICA Basic Education Enhancement Program

The Basic Education Enhancement Program was formed based on the results of a survey (Survey on Educational Environment Related to Primary Education) that was implemented by experts in a development plan to formulate a basic education support project in 2000.* Since a low completion rate for primary education was an obstacle in human resources development, the survey analyzed various problems surrounding primary education.

The structure of the JICA Basic Education Enhancement Program, which was established based on the survey result, is shown in Figure 3-9. For the purpose of improving the completion rate for primary education (lowering the dropout rate), which is the issue in primary education in Honduras, the program's structure contains PROMETAM to improve the teaching skills of mathematics teachers (small trapezoid in the lower left of the figure) and the Model Project to address all other factors (remaining factors in the large trapezoid). The two projects (PROMETAM and the Model Project) in combination with long-term experts form the JICA Basic Education Enhancement Program.

When formulating the program, the initial idea was to implement it as one project that aimed to improve the completion rate.

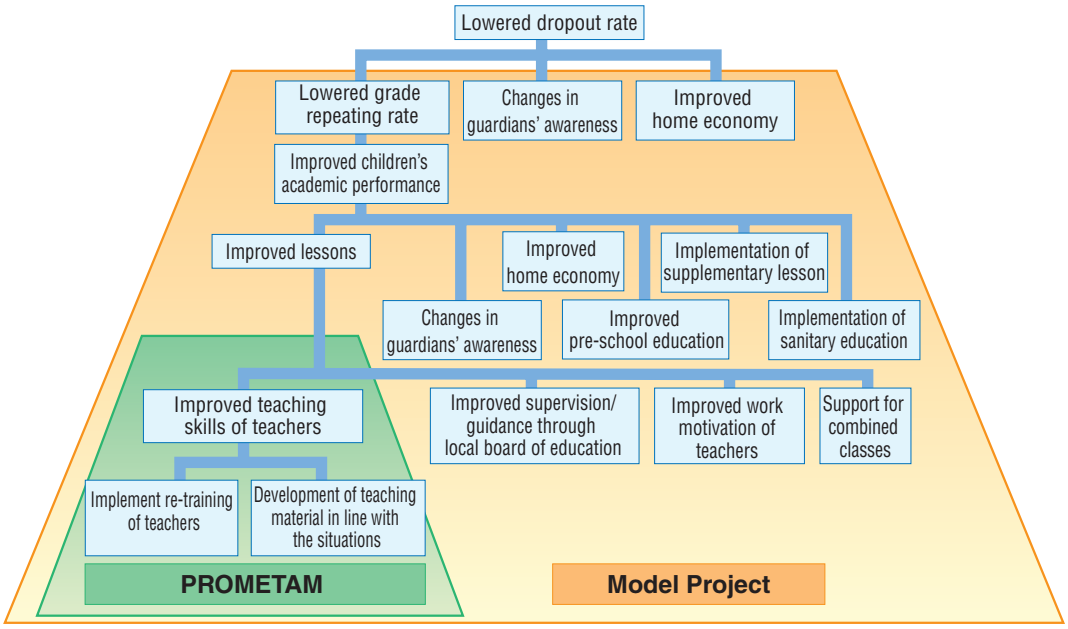
*The EFA-FTI Plan had not been formulated when the JICA program was formed.

Table 3-18 Governmental and Donors' Efforts for the EFA-FTI Plan

Component and its content		Donor	Content of aid
Component 1 Efficiency of Basic Education	(1) Admission to first grade	World Bank	Alternative basic education in rural and poverty areas (Comunitaria)
	(2) Academic standard and supporting materials	Government	Development of new curriculum
		Government	Participatory mathematics learning using radio
		JICA	**Development of educational materials for mathematics (PROMETAM)**
		US	Development of study standard and standardized tests (MIDEH)
		US	Alternative education by radio (EDUCATODOS)
		US	Improvement in mathematics ability by radio education (APREMAT)
		Canada	Printing of educational materials for mathematics
		Sweden	Printing of educational materials for Spanish and mathematics
		UNICEF	Strengthening literacy ability for lower grades
	(3) Efficient promotion		
	(4) Leveling for pupils over-aged		
	(5) M & E of internal efficiency		
	(6) Help for dropout children	Government	Radio education for uncompleted students
Component 2 Teaching Human Resources with Quality and Efficiency	(1) Training of pre-service teachers	Germany	Financial aid with training pre-service teachers (PRODES)
		Japan	**Facility development of teacher training schools**
		World Bank	Equipment provision to colleges and support for planning (Comunitaria)
	(2) Teachers placement		
	(3) Training for in-service teachers	Government/World Bank	Workshop for teaching methods
		JICA	**Training for in-service mathematics teachers (PROMETAM)**
		Spain	Training in the usage of mathematics educational materials, etc. (Louis Landa)
		Germany	Support for Spanish and science education through development of educational materials and teachers' training (FEBLI)
		Germany	Support for training pre-service teachers (PRODES)
	(4) Incentives to teachers		
	(5) School and teaching human resources management		
	(6) School inspection and follow up	US	Inspectors' training (Salvemos)
		US	Development of study standard and standardized test development (MIDEH)
Component 3 Strengthening Pre-school Education	(1) Coverage expansion	World Bank	Alternative education in rural and poverty areas (Comunitaria)
		Government	Organizing of CCEPREB, school lunch
		UNICEF	(Escuela Amiga)
	(2) Educational materials	US	Development of educational materials for radio learning (FEREMA support)
		Sweden	Procurement of educational materials
		Government/World Bank	Procurement of educational materials
	(3) Training of teachers and volunteers	Government	Training for volunteer leaders
		JICA	**Training of teachers for pre-school education (Model Project)**
	(4) School inspection and follow up		
Component 4 Equity and Access to Intercultural Bilingual Basic Educaion	(1) Building database		
	(2) Institutionalization of intercultural bilingual education	Government	Training for provincial technical team, incentives for children
		World Bank	Provision of educational material for special education schools (Comunitaria)
		UNICEF	Support for bilingual and intercultural education
	(3) Adjustment of the basic national curriculum		
	(4) Teachers' training and performance		
	(5) Community participation		
	(6) Special education	Government	Organizing core teachers' group
		Spain	Technical and financial cooperation in special education
Component 5 Rural Education Network	(1) Establishment of network	Germany	Technical support (Lempira, Intibuca Province)
		World Bank	Distribution of educational materials to the network schools (Comunitaria)
	(2) Network pedagogical model		
	(3) Bonus for grade advancement		
	(4) Network management and supervision		
	(5) School lunch and voucher	WFP	School lunch
	(6) Network assessment and information system		
	(7) Others	Sweden	Distribution of study kits to children in poverty areas
Others	Support for enhancing capacity of the Ministry of Education	Germany	Administrative and financial capacity enhancement of the Ministry of Education (ASED)
		Germany	Support for EFA and educational reform (PRODES)
		Canada	Support for organizational enhancement of the Ministry of Education, provisions of equipment
		Germany	Provision of equipment to the Ministry of Education
		US	Technical support for the teachers assigned to the provincial offices
		World Bank	Provision of equipment to EFA related departments, salary payment for staff
	Financial assistance (Common Fund)	Sweden	Common fund (signed)
		Germany	Common fund (signed)
		Canada	Common fund (signed)
		World Bank	Common fund (signed)
		Spain	Common fund (scheduled to sign)

(Source) The study team put together information and prepared this report based on 2005 POA of EFA-FTI Plan, documents and interviews concerning efforts of the government and donors.
(Note) The government fund includes expenditure from the national treasury and the common funds for the EFA-FTI Plan.

Figure 3-9 Structure of JICA Basic Education Enhancement Program



However, while the portion that aimed to improve the teaching skills of teachers (corresponding to the portion of the PROMETAM implementation in the figure) was expected to surely achieve certain results utilizing the experience obtained in the past mathematics project, the achievement of outcomes for the portion that corresponds to other factors (corresponding to the Model Project portion) was unpredictable due to the lack of experience and its experimental nature. Accordingly, it was decided to separate the PROMETAM portion and implement it as a Technical Cooperation Project. There was a discussion later on to implement the Model Project as a Technical Cooperation Project in a likewise fashion. However, as it was difficult to implement when considering the project scale in Honduras, the final decision was to implement it as a group dispatch of JOCVs.

(2) Outline of the Components of JICA Basic Education Enhancement Program

1) The Improvement of Teaching Methods in Mathematics (PROMETAM)

PROMETAM was implemented from April 2003 to March

Effects on Teachers/Pupils in Academic Performance Improvement by PROMETAM

Experts in educational evaluation were dispatched in November 2005 and a survey to verify the effects of the PROMETAM on teachers and pupils was conducted.* This survey targeted 128 teachers in four districts where training was continuously conducted from the start of the project, as well as 404 fourth-grade pupils whom those teachers were in charge of. Compared to the results of the academic test for teachers in 2002, though the targets of the test are not exactly the same as those of this survey, the survey result shows that the academic scores of the concerned teachers was 10 points higher on average (Figure 3-10). When looking at teachers in the Guinope district only, who took the test in both 2002 and 2005, more than a 24-point improvement was shown in their average scores (Figure 3-11). For pupils' academic performance, on the other hand, groups with high scores and with low scores were observed. The survey conducted cause analysis as well, and it was found that when certain conditions (such as teachers with high academic competency, a greater use of workbooks, etc.) are met, it contributes to improvement in pupils' performance. Taking these findings into account, the project will work on improving teachers' training that will lead to the improvement of the pupils' academic performance.

Figure 3-10 Comparison of Rate of Correct Answers in Teachers' Academic Tests

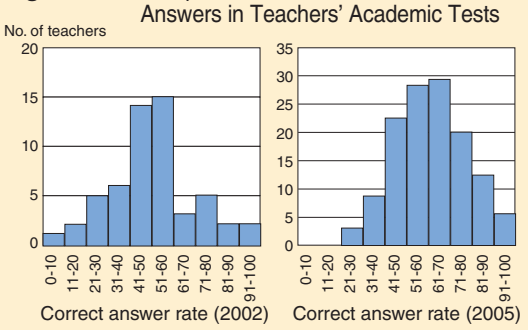
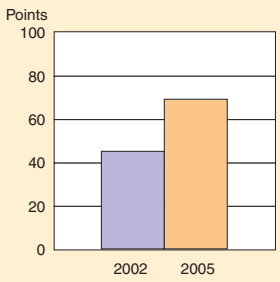


Figure 3-11 Teachers' Academic Test Result in Guinope District



*Job Completion Report of Experts in Educational Evaluation (November 2005)

2006 as a three-year Technical Cooperation Project that aimed to improve the teaching skills of mathematics under the overall goal of decreasing grade repeaters due to poor academic performance in mathematics.

The activities comprise the two pillars of development of teaching materials for primary mathematics and training for in-service teachers. For the development of teaching materials, based on the lessons learned from a mistake made that materials were not developed in line with the national curriculum during activities of JOCVs, a teacher's guidebooks in mathematics as well as workbooks for children were developed in accordance with the curriculum. For training in-service teachers, JOCVs provided direct guidance to teachers as a part of the PFC program where teachers can acquire college degrees in five provinces. Also in this training program, based on the lesson learned from past activities of JOCVs, it was positioned as part of an official public program to secure an incentive for the participation of in-service teachers.

As for teaching materials, though due to a change in the national curriculum after the project started the developed materials had to be reviewed, teachers' guidebooks and children's workbooks from the first grade to sixth grade were completed. Since PRSP targeted compulsory education from the seventh to ninth grade, teaching materials for seventh to ninth grade children are being developed by local staff with the help of Japanese experts. For teachers' training, a total of 462 people completed the training for the first to the fourth grade, and the training for the fifth and sixth grades was scheduled to be completed by November 2005.

Out of these outcomes, certain impacts have been created. During the field survey, it was confirmed that teachers who completed the PROMETAM program practiced systematic teaching. According to interviews with the directors of the local ministries of education and school principals, teachers learned to check pupils' responses while carrying out their classes. Also, the workbooks developed in the PROMETAM have been adopted as government-designated material and about 1.27 million copies have been distributed since May 2005 (at the same time, the teacher's guidebooks were designated by the government too, and about 36,000 copies have been distributed). For the printing of those materials to be distributed nationwide, Sweden bore the cost, which was highly appreciated as a good example of aid coordination. Following the national distribution of those teaching materials, Spain has been planning nationwide training on how to use them. The factors that lead to the expansion of outcomes of the PROMETAM are: 1) high quality materials were developed based on the experience of the JOCV Program; 2) the materials were developed in accordance with the Honduras curriculum; and 3) the training program of the PROMETAM was integrated as part of official public training.

2) Model Project for Synthetic Reinforcement of Basic Education

The purpose of the Model Project is to take a comprehensive approach to various factors that inhibit improvement in the rate of grade repetition and dropouts inside and outside of school in order to provide children with developed basic education and to spread the approach extracted during the process to the provincial and national levels in order to contribute to the solution of issues. Because of this purpose, this project is experimental in that it develops approaches that are applicable and sustainable in other districts and regions.

In order to achieve the above-mentioned purpose, components such as teachers' training, improvement of teachers' motivation, support for improving combined classes, enlightenment of guardians, and support for teaching material development were set, and the project was implemented as a group dispatch of JOCVs from February 2003 for a three-year period. As mentioned previously, it was decided to implement the Model Project as a group dispatch of JOCVs because of the project scale in Honduras; senior JOCVs were dispatched to activity districts (Oropoli and Guinope) as program officers in early 2003. Following the dispatch of senior JOCVs, the persons in charge in each district shifted from experts in basic education enhancement to senior JOCVs, and since then the experts' involvement in the Model Project has been conducted through the overseas office.

As the Model Project initially placed priority on the volunteers' autonomy, which is a characteristic of the JOCV Program, the project's outcome management as well as handover to successors were not completely efficient. Thereafter, in response to the mid-term evaluation survey in November 2004 and discussion with JOCVs, it was decided that activities would be carried out for the purpose of extracting model activities that are applicable nationwide and, consequently, activities that place a priority on continuity began.

Currently, model activities are being extracted with due consideration being given to the local needs. Prospective activities such as class observation, open classes, and calculation cards are being implemented. From now on, the activities must be verified to make a manual and examined more precisely in the El Paraiso Province, the current project site, before being deployed nationwide.

3) Support for Educational Policy

In the educational policy support sector, two long-term experts have been dispatched to coordinate aid and formulate educational projects. These experts were involved on various occasions with the JICA program and the Honduras basic education sector such as formulating program, promoting aid coordination, etc. thus playing an important role in the JICA program through their activities. The expert in aid coordination, in particular, served as the chairman of MERECE (donors' meeting in the

education sector), contributing to the formulation and implementation of the EFA-FTI Plan. This made the Basic Education Program, which was made prior to the EFA-FTI Plan, fill a clear position under the EFA-FTI Plan, and, as previously mentioned, play an important role in realizing aid coordination in the PROMETAM. These experts had experience as JOCVs in the Honduras basic education sector, which gave them sufficient knowledge of the host country and the specialty and helped them perform those specialized activities.

(3) Strategic Aspect of JICA Basic Education Enhancement Program

1) Coherence of JICA Basic Education Enhancement Program

In past JICA programs, a clear program purpose was not set and component projects were nothing more than a group of projects in the same sector; and in many cases a complementary relationship among components was not sufficiently considered as a scenario towards achieving the purpose. In order to enhance a program approach, JICA has defined a program as "a strategic framework to assist developing countries in achieving mid- and long-term development goals (program purpose and an appropriate cooperation scenario to achieve them) and has decided to carry out a program accordingly. To that end, a coherent viewpoint concerning clear purpose setting and selection/relationship of components leading to the achievement of the purpose has become very important.

The JICA Basic Education Enhancement Program in Honduras, which is the target of this evaluation study, was, as previously described, formed under the common goal of lowering the rate of grade repeating as well as the rate of dropout in primary education. It was planned in consideration of the complementary relationship between two projects—PROMETAM (a Technical Cooperation Project), which is focused on improving the teaching skills of mathematics, and the Model Project (dispatch of JOCVs) to address other issues. Even though these two projects were combined to aim at one common goal, it was difficult for these two projects alone to achieve the purpose of lowering the rates of grade repeating and dropout, requiring support from the government of Honduras and other donors to achieve the given purpose. Also, this program was not designed to achieve the goal through direct collaboration of the two projects, but with a complementary approach. This means that the PROMETAM is implemented as intensive cooperation on a specific and narrowed down issue (teaching skills of teachers), whereas the Model Project addresses various issues in a broad spectrum, showing different outcome levels and achievement prospects. Furthermore, project sites were selected separately in the two projects, indicating that the selections were not made based on consideration for the collaboration of the two projects.

2) Outcome of the JICA Basic Education Enhancement Program

In assessing the outcome of the program, it is necessary to check the outcome of the components of the program, as well as the feasibility of achieving the program purpose, which includes the outcome of the components. The program purpose can be set at various levels in the process of achieving the goal of the partner country's development strategy, depending on the program. In the case of Honduras, the program purpose coincided with the EFA-FTI Plan, which was the base for positioning. Therefore, discussion about the final outcome of the JICA program (whether the completion rate has improved) directly leads to discussion about the progress of and contribution to the EFA-FTI Plan. A detailed analysis on the final outcome of the program (achievement status of the EFA-FTI Plan) will be presented in the next chapter, and here mainly the outcome of each project will be discussed.

Generally speaking, a program purpose is often difficult to achieve through JICA's activities alone, so it is important to consider cooperation with other Japanese related agencies and donors in implementing the activities. In the case of the JICA Basic Education Enhancement Program, which was the target of the evaluation study, the PROMETAM, one of the components, as described before, has succeeded in disseminating the effects, such as distribution of teaching materials and deploying training nationwide, through the cooperation of donors in the outcome of the project (development of teaching materials and teacher training). The background of this success is that the PROMETAM was positioned along with the EFA-FTI Plan, and brought clear outcome as a Technical Cooperation Project so that the effectiveness of the project was recognized by other donors through aid coordination. On the other hand, the Model Project is at the stage of extracting model activities and has shifted to a JOCV program; so it has not yielded a clear outcome as in the case of the PROMETAM at this moment. Furthermore, since it is more like a trial, it is not positioned in the context of the EFA-FTI Plan. Though some international NGOs talked about coordination, full-scale coordination with other donors and nationwide deployment still has to be discussed.

2-4 JICA Program's Contribution (Plausibility) to the EFA-FTI Plan

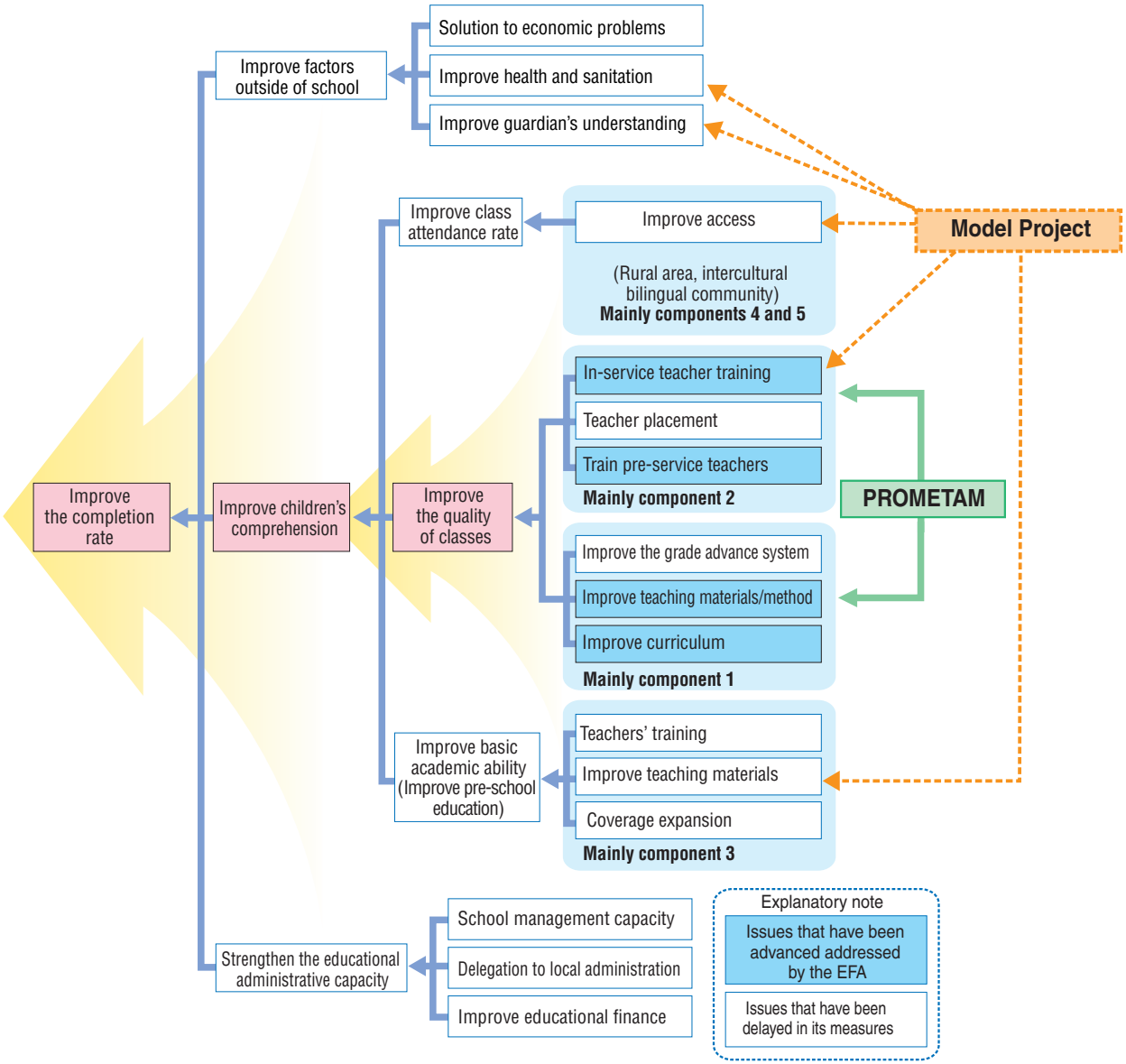
The method of this evaluation study entails: 1) examining whether the JICA program has been able to get involved in the priority sector with consistency, as well as the strategic character of the development strategy in the partner country; 2) examining whether the JICA program has been planned and implemented with coherence and what kind of outcome and impact it has yielded; and 3) evaluating the contribution of the JICA program while taking the progress of the partner country's development

strategy into consideration. In order to look at the contribution of the JICA program to the EFA-FTI Plan from its position in the partner country's development strategy and its strategic aspect and the progress of the development strategy, the flow of contribution for each component to the improved completion rate and its relationship with the JICA program was conceptualized as shown in Figure 3-12.

Among these issues, activities related to improving the quality of classes that corresponds to components 1 and 2 in the EFA-FTI Plan are relatively advanced. The PROMETAM, which is a component of the JICA program, is also engaged in the development of teaching materials and in-service teachers training in these components, where outcomes of JICA's activities and those of other donors are combined, leading to higher-level outcome.

In order to raise the plausibility of accomplishing the ultimate purpose, i.e. the improvement of the completion rate, not only the activities of components 1 and 2, which are related to the improvement of the lesson quality, but also activities of other components that have not advanced yet need to be promoted while checking the level of their importance. Under such a situation, the Model Project responds not only to components 1 and 2, but also components 3 and 5, which are not sufficiently advanced yet, as well as some factors outside school. The Model Project is expected to yield a higher-level outcome in combination with the existing outcome by clarifying the positioning of the Model Project in the EFA-FTI Plan and expanding the outcome. From now on, the Model Project is scheduled to examine model activ-

Figure 3-12 Conceptual Flow Chart of the Process to Contribution



* This conceptual chart shows a process leading to contribution and does not necessarily reflect accurately causal relationships to achievement, nor an achievement status.

ities in detail and proceed to the stage for dissemination. In order to disseminate and expand the outcome, a package program of the PROMETAM and the Model Project for dissemination can be used and the plan for addition and improvement of school buildings and distribution of teaching materials, all of which are being examined in the ODA Task Force, can be combined to promote the expansion of the outcome as Japan's program.* Furthermore, expansion in not only cooperation from JICA and Japan, but also coordination with other donors as in the case of the PROMETAM may be considered as an option.

Thus, by expanding the outcome of the components of the JICA program, the plausibility to achieve the goal of the EFA-FTI Plan and the contribution of the JICA program can be expanded.

In addition, educational administration, which has not explicitly provided comprehensive measures in the EFA-FTI Plan, was indicated as a problem in a joint evaluation of the EFA-FTI Plan. It has become clear that it is necessary to cope with this problem in order to increase the plausibility of achieving the ultimate goal, which is the improvement of the completion rate. Needless to say, it is difficult to address all these remaining issues (even if activities of not only JICA, but also other donors are included); therefore their impacts need to be watched during the monitoring of the progress of the EFA-FTI Plan and, at the same time, measures need to be added where necessary regarding the issues that have a large impact. Based on this recognition, some donors have already come up with additional measures to deal with educational administrative capacity. JICA also needs to examine the direction of the program, including deciding whether to deal with issues outside of the EFA-FTI Plan, which are not included in the focus of the program.

2-5 Recommendations and Lessons Learned

Based on the evaluation results, the following recommendations and lessons learned were extracted from three viewpoints: 1) recommendations to the JICA Basic Education Enhancement Program in Honduras; 2) lessons learned towards improvement of future JICA programs; and 3) lessons learned about the program evaluation method.

(1) Recommendations to the JICA Basic Education Enhancement Program in Honduras

Concerning the JICA Basic Education Enhancement Program in Honduras, the following recommendations were extracted in terms of the management system of the program and the future direction of the program.

Recommendation 1:

It is desirable to install a manager who supervises the entire program.

The JICA Basic Education Enhancement Program in Honduras was initially assumed to be a program, but it was not managed as a program sufficiently at the implementation stage. Even though PROMETAM and the Model Project were implemented separately and produced an outcome, the two projects have been developed differently within the program. However, in order to connect respective outcomes to the achievement of a higher-level outcome in a program that is implemented under one goal, it is desirable to conduct a centralized management, for example, by installing a program manager. Installing a program manager will be helpful to form a common understanding of program progress among people concerned (experts and JOCVs, etc.).

Recommendation 2:

Clarify the purpose of the Model Project and a scenario that shows how it will be connected to the solution of the ultimate issues

The purpose of the current Model Project is to extract activities that can be role models, and is structured to cope with all factors other than what the PROMETAM deals with. However, in order to verify and disseminate the extracted model in the future, it is desirable to clarify issues to be coped with as the model, how to systematize those activities, how to scale up their outcome, and how to contribute to a lower rate of dropout.

Recommendation 3:

Make an ingenious plan to ensure that the outcome of the program will reach children who are the ultimate beneficiaries

The PROMETAM has been producing outcome by developing teaching materials and conducting training for teachers. However, in addition to the need for strengthening the organizational capacity of the Ministry of Education and economic issues, Honduras is in the unfavorable situation where classes are held for only half of the 200 school days in a year due to strikes and meetings of teachers, and teachers tend to lack a sense of responsibility concerning the low academic ability of children. It is thus necessary to find a way to motivate teachers to make a commitment to raise the academic ability of children in class. To do this, an ingenious plan is needed to make sure the outcome of the program will reach children who are the ultimate beneficiaries, for example, using mass media and organizing events, including advertising the outcome of the PROMETAM.

Recommendation 4:

Pay attention to present explicitly the effectiveness of the PROMETAM developed materials continuously in the forum of aid coordination in order to secure the budget for the continuous printing and distribution of the teaching materials and training for teachers

*As the ODA Task Force is examining a Basic Education Enhancement Program not only with JICA but also with all of Japan, coordination with grant aid programs is actually discussed as well.

The teaching materials developed by the PROMETAM were distributed nationwide with financial support from Sweden, and as a part of Spain's cooperation the training program on how to use the materials has begun on a nationwide scale. In this way, the project expanded beyond the target areas of the PROMETAM and the possibility to contribute to a higher-level goal has increased. However, with regard to future printing and distribution of the teaching materials (for 2006, aid by Canada has been decided), and implementing the training program for teachers, it is considered difficult for the Ministry of Education to allocate its own budget to bear the cost. Accordingly, it is necessary to consider the utilization of the collateral fund for grant aid and secure funds from other donors towards the continuous distribution of materials and implementation of the training program.

(2) Lessons Learned towards Improvement of Future JICA Programs

1) Lessons towards Improvement of Program

In order to improve future JICA programs, the following lessons were extracted in terms of program purpose setting, scenario (a process to reach the achievement of the purpose, selection and coordination of the components of the program, etc.), and implementation.

a. The program purpose shall be set with a clear timeframe and scenario to reach the achievement of the purpose after comprehensively considering the partner country's development strategy for addressing the target issue and other donors' support status.

To formulate a program, it is indispensable to clarify the program purpose first. After systematically grasping the current status of the issues in question in the partner country and considering the partner country's development strategy for the issues, as well as the support from other donors, the content and level should be examined before setting the program purpose. At that time, it is very important to examine the target period and the scenario in order to achieve the program purpose. In other words, while the JICA program's purpose is to contribute to the partner country's development strategy and a specific program under the strategy, the period setting and scenario to achieve the purpose vary depending on whether the purpose of a JICA program is the same as that of the partner country's strategy/program (when setting the same goal with the partner country's development strategy and program from the viewpoint of the alignment, the scenario to achieve the purpose should include consideration of the partner country's efforts and aid from other donors in relation to the strategy and program).

Since the partner country can have multiple development strategies at different levels and by different actors, JICA needs to examine the positioning of the respective strategies and its contents before making a careful selection of a strategy that the JICA program will support. At that time, an internationally advocated development strategy, which forms the base for aid coordination of donors, will be a good option.

b. Aid coordination is an effective tool to scale up the outcome of a JICA program.

The advantage of the program approach is to be able scale up the outcome by combining a set of projects strategically. In this regard, collaboration with Japan's other ODA projects as well as JICA projects and aid coordination with other donors will be an important viewpoint in formulating a scenario for a program. Therefore, not only to avoid duplication of projects but also to prompt collaboration with other projects and aid coordination with other donors to achieve subsequent and substantial outcome, it will be important to consider scenario formulation and program implementation involving other actors.

c. When selecting the components of a program, multi-faceted viewpoints need to be considered.

Though it depends on the level of the program purpose, in general, it is difficult for JICA projects alone to address all issues that have to be solved in the course of achieving the purpose. Therefore, it is necessary to select an approach that seems to have the highest possibility of solving the issue in providing cooperation. The selection needs to be made from a multi-faceted viewpoint based on consideration of: 1) the situation of the issue in the concerned sector; 2) the experience of Japan's cooperation and political priority sector; and 3) cooperation status of other donors, and then make a selection.

d. When planning the components of a program, the scheme needs to be examined in line with the purpose to be achieved and selected.

JICA provides cooperation in the forms of development study, Technical Cooperation Project, dispatch of experts, and the JOCV Program, and each scheme has its own characteristic. Technical Cooperation Projects allow for relatively large-scale and concise cooperation using the expertise of experts in many cases. The JOCV Program has the advantage of grasping grass-roots local needs and expanding the effect to larger areas. Therefore, when forming and implementing a program, a method that fits the best for achieving the purpose needs to be selected after understanding the characteristics of the scheme.

Left: Classroom scene of the PROMETAM, which emphasizes student-oriented lesson
Right: Study material developed by the PROMETAM

e. The activity area should be selected strategically based on the scenario.

Generally speaking, a JICA project is usually implemented in a specific geographical area, and JICA or other donors spread the outcome of the project nationwide. Therefore, the activity area where a program (project) is implemented must be selected and the selection should be conducted strategically based on the scenario with due consideration given to collaborative and complementary relationships between projects.

f. Install a program manager in order to manage the outcome of a program

As mentioned above, the implementation of a program requires the establishment of a program purpose in the same direction with the partner country's government and other donors, as well as program management in order to connect the outcome of the project to a higher level. While project management is management to achieve the project purpose, program management requires management of program structure (portfolio), including launching and coordinating new projects (occasionally, reviewing projects with low need) to connect the outcome of the JICA project to a higher level, based on the understanding of the partner country's development strategy system, issues, and other donors' activity status. For this reason, it is desirable to install a program manager.

2) Other Lessons

Other lessons for the project level are as follows.

a. When setting components of a program, be sure to incorporate activities and outcome into the local system

In order to increase the outcome of a program, it is important to assure that the outcome of the components of the program will be sustained and the effect will expand. In this regard, sustainable development is given greater priority. For this purpose, as in the case of Honduras where the training program of the PROMETAM was implemented as part of public training, it is important to incorporate the activities and outcome of the project into the system of the partner country.

b. To avoid the ill effects of political change, establish an implementation system with a risk consideration

In developing countries, changes in administrations may renew the implementation system of a project (program). Therefore, in order to secure sustainable development, it is important to keep in mind the establishment of a project implementation system including a politically neutral implementation organization that will not be easily influenced by the effect of a political change. PROMETAM included a National Pedagogical University in implementation organizations to minimize the ill effect of the regime change, which provides a foundation for bringing a consistent effect.

(3) Lessons about the Program Evaluation Method

Through this trial evaluation, the characteristics of this evaluation and important points have become clear. Following are the main points.

a. In selecting the development strategy to position the program, the situation of the partner country needs to be fully understood and the selected development strategy needs to be verified where necessary.

Through the trial of this evaluation, the effectiveness of considering and evaluating the positioning of the JICA program in the development strategy of the partner country was confirmed. However, when selecting the development strategy of the partner country that will form the base for positioning, it is important to grasp the relationship with other development strategies, verify the corresponding relationship between the issues and the development strategy, and compare it with the global development strategy in order to grasp the characteristics of the development strategy, such as the range of the target sector and the issues to be dealt with.

b. To verify the position, it is necessary to analyze and verify it from a broad perspective, such as the intention of the partner country's government, the situation of the issues, and the cooperation status of other donors.

Quite a few developing countries have no priority in their development strategy activities. In such a case, confirming the priority order of the positioning requires analysis and verification from different viewpoints, such as the intention of the partner country's government, the situation of the issues, and the cooperation status of other donors. Though it is possible to analyze the priority order from the status of the budget distribution, in developing countries, the government budget is often small (compared to the fund of the donors), which may make the checking of the priority order difficult. In such a case, the situation of the partner country and the work load of the evaluation study need to be examined simultaneously.*

c. Select the evaluation implementation timing and evaluation implementation system strategically

The evaluation of a JICA program can take place during the implementation, at the time of termination, or at the same time of the evaluation of the partner country's development strategy. The important thing is to utilize evaluation methods flexibly, depending on the timing and the objective. It is assumed that the program evaluation will be conducted by the implementation (administrative) department of the program, but the role of the overseas office that knows the local situation inside out is very important for the implementation of evaluation, and it is feasible for the overseas office to implement evaluation by adding experts and intellectuals in the sector concerned.

*In the case of Honduras, the majority of the government budget is personnel cost, making it hard to grasp the priority order. Additionally, other donors' projects were often implemented across components of the EFA-FTI Plan, requiring a large amount of work to grasp budget distribution by component/activity.

BOX 10 Summary of Other Thematic Evaluations

In fiscal 2004, in addition to the thematic evaluations introduced in Part 3, JICA started Thematic Evaluation in Economic Partnership and Synthesis Study of Evaluation in Higher Education, which were continuously implemented in fiscal 2005. Those two evaluations are summarized as follows.

Summary of Economic Partnership

In East Asia, since the late 1980s, the promotion of trade and investment has been a driving force for its economic development, and recently the ASEAN countries are not only seeking adjustment and harmony in the trade and investment system, but also accelerating their move towards regional economic integration and an economic partnership agreement (EPA), including a free trade agreement (FTA). While the trade and investment environment in East Asia has been substantially transformed and economic partnership has been accelerated, trade capacity development (TCD) in the trade sector of developing countries is regarded as being more and more important.

Since the 1980s, JICA has provided Indonesia, Thailand, the Philippines, and Malaysia with technical cooperation in the trade sector centered on TCD, such as a trade training center, which is a project-type technical cooperation (currently, Technical Cooperation Project).

With this background, for the purpose of verifying JICA's cooperation effect for TCD in those countries, as well as obtaining lessons for promoting more effective activities for TCD in other countries, JICA started a thematic evaluation in Economic Partnership by subcontracting to a joint team of Hiroshima University and the Mitsubishi Research Institute in February 2005. This evaluation study regards capacity in the trade sector as social capacity (capacity of the whole society composed of the corporate sector, government sector and so on), and reviews and analyzes technical cooperation that JICA has provided in the four countries since 1980s in a cross-sectoral manner. In its analysis, the development process of the social capacity has been classified into three stages—system-making stage, system-working stage, and self-management stage—in line with the progress of capacity formation in government and corporate sector in the partner countries, and past cooperation has been verified from the following four viewpoints.

a. Consistency between the development stage of each country and JICA assistance
b. Coherent with the trade aid policy regarding each trade sector, and collaboration with related agencies (JETRO, JBIC, etc.)
c. Consistency with the development policy of each developing country
d. JICA's contribution to the TCD of the partner countries, including respective government and business sectors.

From now on, the founding of this analysis will be organized in such a way that recommendations and lessons can be extracted for more effective cooperation in the economic partnership sector.

Summary of Higher Education

In recent years, there is a globally active movement of re-acknowledging the importance of higher education in the development of developing countries as evident from the UNESCO World Conference on Higher Education (1988), and the report called Higher Education in Developing Countries: Peril and Promise made by the World Bank and UNESCO (2000). Since there is a limited number of institutions in developing countries that can contribute to national development, this movement advocates the idea that higher education institutions will play an important role in effecting mid- and long-term national development as the "base of intellect" through the creation, dissemination, and implementation of the intellect.

JICA has provided substantial cooperation in higher education and technical education that will directly concern economic activities and technological development, especially in Asia and Africa, from the viewpoint of supporting human resource development in developing countries. Based on the aforementioned new movement, JICA is expected to provide not only cooperation for education and human resource development, but also cooperation with activities based on knowledge and information that higher education institutions possess, such as research and study, and activities for social contribution.

With such a background, JICA launched Synthesis Study of Evaluation in Higher Education in fiscal 2004 to clarify the issues and lessons for conducting effectively higher education assistance with such recent movement in mind through the analysis of recent representative higher education projects. This study focuses on universities, which are expected to be the "base of intellect" among higher education institutions, and organizes and analyzes target projects along with three key functions: improvement of educational activities, improvement of research function, and practice of social activities.

In the evaluation study, target projects have been categorized in terms of function, and the impact and sustainability of each project has been verified based on the results of document surveys, field surveys, and questionnaire surveys with universities. In particular, in order to improve educational activities, cases such as Jomo Kenyatta University of Agriculture & Technology Project in Kenya, with which JICA provided many years of cooperation, have been analyzed from the viewpoint of how JICA's cooperation contributed to the development of excellent human resources in the respective sectors. In order to improve research function, cooperation such as the Research Center for Communication and Information Technology (ReCCIT), King Mongkut's Institute of Technology, Ladkrabang (KMITL) has been examined to assess the improvement of the research capacity of the institute and the degree of utilization of the research output. With regard to the practice of social activities that are gaining greater importance as a new function of higher education institutions compared to the first two functions, the study discusses the comprehensive activities of the university with the use of its expertise to solve problems that the community and the people have, using cases such as Sokoine University of Agriculture Centre for Sustainable Rural Development: SCSRD in Tanzania. In addition to discussion of these three functions, the study attempts to analyze compound projects with a set of functions and projects that aim to establish a network among regional universities as a new trend in recent years, such as African Institute for Capacity Development (AICAD) in Kenya and the ASEAN University Network/Southeast Asia Engineering Education Development Network (SEED-Net) Project.

Based on the results of the above analysis, outcome and issues of JICA's higher education projects will be comprehensively discussed to extract lessons that will contribute to future cooperation in the sector.

Review

Chapter 3 Effective Implementation of Peace-building Assistance

JICA conducts program-level evaluations as a part of ex-post evaluations in principle. However, when many related projects in a new cooperation sector are still implementing the projects and not generating enough effects to evaluate, JICA reviews its past undertakings and experience to extract lessons in some cases for utilizintg the projects for future effective cooperation. Peace-building Assistance: Review of Assistance to Afghanistan is the first of those reviews.

Assistance to people who are exposed to risks and fear of conflicts is an important aspect of cooperation in human security. JICA identifies peace-building as a priority issue and is enhancing its efforts.

It is critical in peace-building assistance to address numerous needs by implementing projects quickly and flexibly in difficult situations in the immediate aftermath of conflicts. JICA has started assistance efforts for Afghanistan at the early stage of reconstruction assistance to the country that began fully at the end of 2001. In the midst of an unstable political climate, JICA has implemented various projects to address various needs. Many of these projects are on-going and now is not the time for evaluating its effects. However, the experience gained in Afghanistan so far provide many suggestions for the implementation of more effective peace-building assistance in the future for Afghanistan and other places in the world.

Accordingly, in Peace-building Assistance: Review of Assistance to Afghanistan, the implementation process of the assistance provided to Afghanistan from the beginning of the assistance implementation to December 2004 was reviewed from three perspectives: strategy, speed and flexibility, and system to examine challenges for future JICA peace-building assistance. As stated above, the major objective of the review is to feed the results to the operation immediately back. Based on the results of the review, JICA has adjusted its project operations and systems as introduced later in this chapter.

Peace-building Assistance: Review of Assistance to Afghanistan

1. Outline of Evaluation Study

(1) Background and Objectives

JICA has implemented various peace-building assistance projects in various developing countries, including Cambodia, Timor-Leste, Mindanao, Sri Lanka and Balkan. ODA Charter and Mid-term Policy of ODA specify peace-building as an important issue. JICA is required to utilize expertise obtained from past experience to achieve more effective implementation in peace-building assistance.

Peace-building assistance is more demanding than regular development assistance in that peace-building assistance is required to produce visible results, by nature, in a relatively short time span in the immediate aftermath of a conflict or in extremely difficult situations for other assistance implementation, by following ever-changing situations swiftly and flexibly, while preventing the recurrence of conflicts. In light of these requirements, there are some lessons based on past JICA activities in many places in the world.

Assistance to Afghanistan, which began fully at the end of 2001, has been implemented on a rather large scale as technical cooperation, committing annually from 2 to 3 billion yen from the beginning stage of the reconstruction assistance, while appropriately addressing the various needs of Afghanistan, starting with the most urgent ones, to mid- and long-term development under extremely unstable security and political conditions. Among the various JICA peace-building assistance activities, assistance to Afghanistan, which dealt with highly demanding tasks, is one of the most valuable experiences for JICA.

This review summarized the actual results of JICA's assistance to Afghanistan to date* as a reference for future JICA peace-building assistance.

(2) Framework and Method of Review

1) Focus on Process of Individual Project

Instead of evaluating the overall results achieved by the overall activities, the process at each individual project activity was analyzed in the review for the following three reasons.

- While the overall situation in and surrounding Afghanistan (external factor for JICA projects) drastically changed, it was

* As of December 31, 2004

technically difficult to extract and evaluate only the results achieved by a single JICA project.

- Although various activities were implemented by JICA as part of its assistance to Afghanistan during the past two years, most of them focused on human development and capacity building of regional communities, which take a long time before producing final effects. Therefore, it was too early to evaluate the results of these activities at this time.
- As for the planning and implementation processes of individual JICA projects, focusing on the process of project is useful since specific actions have been taken to improve the implementation of projects.

2) Framework

For this review three frameworks were established—planning stage, implementation stage, and support system—and each framework was evaluated. Each framework was also summarized as much as possible, with due consideration given to the fact that each framework is closely related to the others.

3) Perspectives to Extract Specific Improvement

When conducting the review, information was collected and analyzed from the following perspectives in order to reflect the lessons learned from the review onto the specific improvements in the practical operation of future aid.

- Strategy: Was each project activity positioned in a strategic goal or an overall plan? Were they linked to one another under a particular goal?
- Speed and Flexibility: Was each activity implemented quickly to address the needs of the Afghan government and people? Was it implemented flexibly according to the situation shifting from emergency support to reconstruction and development assistance, while maintaining coordination with the local agencies, people, and other actors?
- System Relevance: Was the project implemented in a desirable manner in light of the above-mentioned two perspectives at the local site, or was the logistic support system appropriate?

(3) Evaluation Study Period and Team

The review was supervised by the Office of Human Security, Planning and Coordination Department of JICA, and an Evaluation Study Committee, consisting of external experts and JICA related personnel, was formed to discuss framework, review perspectives, methods of field study, and collection method of study results. The report was compiled mainly by the field study team based on the discussion in the committee and results of the field study. The study was conducted from June to December 2004 (field study in Afghanistan from July 19 to August 4).

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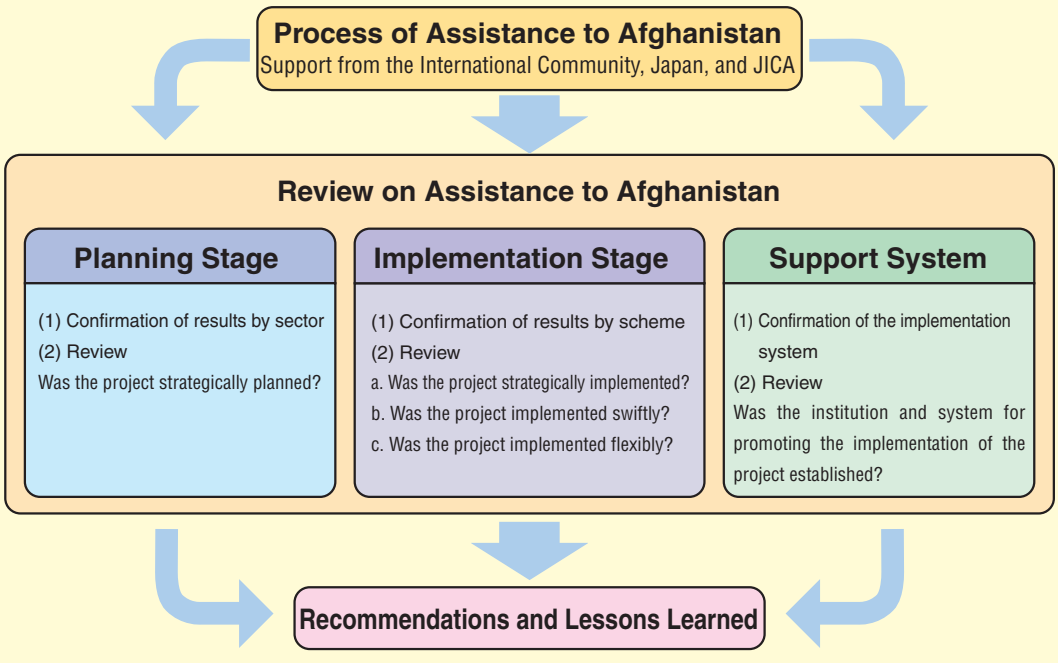
Figure 3-13 Framework of Review



2 Outline of Assistance to Afghanistan*

This section shows the outline of the assistance to Afghanistan to date. After recapitulating the assistance policy of the international community, Japan's and JICA's assistances to Afghanistan are overviewed.

(1) Assistance to Afghanistan by International Community

In general, the international community has provided positive and comprehensive involvement and assistance to Afghanistan consisting of three processes: 1) political and peace-building process; 2) security and safety process; and 3) reconstruction and development process.

<Political and Peace-building Process>

Following the fall of the Taliban regime in December 2001, the Bonn Agreement was signed between the international community and various Afghan political wings for the reconstruction of the nation. Since then, the international community has supported the activities of the Afghan government, from the establishment of the interim/transitional authority to the establishment of a constitution, the establishment of the official government following the democratic elections, all aiming at the fulfillment and execution of the Bonn Agreement.

<Security and Safety Process>

Correspondence in security and safety is essential for the stability and reconstruction of Afghanistan. As part of such efforts, the US forces have continued clean-up operations against terrorists even after defeating the Taliban regime. As for domestic security, in response to the decision of the UN Security Council, multinational forces were dispatched and have worked to maintain security as UN International Security Assistance Force (ISAF). With regard to the security sector reform (SSR), major donor countries have provided support in their assigned sectors as leader: armed forces for the US, law enforcement for Germany, drug enforcement for the UK, judiciary system for Italy, and DDR** for Japan. In the areas where the security condition is unstable, military and civilians formed Provincial Reconstruction Team (PRT) in which they cooperated and coordinated their efforts in humanitarian and reconstruction assistance. US forces, UK forces, German forces and New Zealand forces joined the PRT.

<Reconstruction and Development Process>

The Afghanistan reconstruction assistance cooperation group was formed in November 2001 jointly by Japan, US, Saudi Arabia, and EU. In response to the signing of the Bonn Agreement, the International Conference on Reconstruction Assistance to Afghanistan was held in Tokyo in January 2002, chaired jointly by the above-mentioned three countries and one union. Sixty-one countries and 21 international organizations attended the conference, and the total of 4.5 billion dollars (5.2 billion including the later additions) was pledged for the six priority sectors presented by Afghanistan: 1) improving administrative capabilities; 2) education; 3) health and sanitation; 4) infrastructure; 5) reconstruction of economic system; and 6) agricultural and rural development.

In response, the Afghanistan Assistance Coordination Agency (AACA) was established in February 2002 as a contact point to receive assistance to Afghanistan and to plan direction for the assistance implementation. A comprehensive development plan called the National Development Framework (NDF) was also announced. NDF specified three pillars of human and social resources, infrastructure, and investment environment and system, designating six priority programs of basic health and primary education, unemployment, transportation, water resources, urban infrastructure and government infrastructure.

As for the coordination of reconstruction assistance, an Implementation Group (IG) was formed at the Tokyo Conference on Reconstruction Assistance, which later transformed into a Consultative Groups (CG) system. In the beginning, the CG system was established for each of 12 sectors based on the NDF, led by the responsible government of each sector, with the participation of related governments, related donor countries, international organizations, and NGOs as members. A leading donor was selected to support the CG operation led by the responsible government (see Table 3-19).

(2) Japan's Assistance to Afghanistan

Japan has actively supported the assistance efforts for Afghanistan led by the international community. The Japanese government, related organizations, and NGOs have implemented various types of positive assistance. Viewing the assistance to Afghanistan as a materialization of principles and policies of human security and peace-building, Japan has implemented swift and extensive assistance. The following is the summary of Japan's assistance.

1) Assistance Policy of the Japanese Government

Japan became positively involved in assistance to Afghanistan at an early stage. The government appointed Ms. Sadako Ogata (currently president of JICA), who previously served as the co-chair of the Commission on Human Security, as the Special Representative of the Prime Minister of Japan in charge of reconstruction assistance to Afghanistan (hereinafter

* The description of this report is based on the information available at the time of the study in principle.
**Abbreviation for disarmament, demobilization and reintegration

referred to as Special Representative). The principle of human security was introduced in the discussion at the Tokyo Conference on Reconstruction Assistance and in the planning of Japan's assistance to Afghanistan. Based on this standpoint, in order to promote the smooth transition of cooperation from emergency humanitarian assistance to reconstruction and development assistance, the Japanese government launched an integrated regional development project called "Ogata Initiative" as a joint and cooperative project with UN organizations.

The government crystallized the principle of peace-building stated in the new ODA Charter. Though assistance to Cambodia and Timor-Leste were precedents for Japan's comprehensive peace-building assistance for post-conflict countries and regions, assistance to Afghanistan was the first large-scale peace-building assistance operating in unstable countries and regions.

Under the above-mentioned political position, the Tokyo Conference on Reconstruction Assistance was held, co-chaired by then Special Representative Ogata. The Japanese government pledged a total of 500 million dollars in aid (for two and a half years). After the Tokyo Conference, Japan expanded the planning for Afghanistan to include local needs more accurately. Following the announcement at the G8 Security Assistance Meeting in April 2002 for undertaking the task of the leading donor in charge of DDR under the SSR, the government announced the initiative for consolidation of peace consisting of three factors: peace process, reconstruction and development assistance, and domestic security.

As a strategy to realize this assistance initiative, a policy was adopted to concentrate resources in Kandahar as the base for extending assistance to rural areas at an early date. It was based on the strategic judgment that it is crucial to provide assistance to southern areas where the largest ethnic group of Pashtun residents dominate, in order to promote Afghan ethnic reconciliation and balanced development.

Japan pledged 500 million dollars in aid over the following 2.5 years at the Tokyo Conference on Reconstruction Assistance in 2001 and an additional 400 million dollars for two years following the Berlin Conference in 2003. The total of Japan's assistance to Afghanistan since September 2001 reached approximately 800 million dollars at the time of the review (December 2004).

2) Assistance by Japanese NGOs

In addition to assistance by the Japanese government, various Japanese NGOs have actively implemented grassroots projects that directly contribute to the people in communities. As of March 2003, 18 support groups had Japanese staff and offices in place in Afghanistan. Most of these NGOs entered Afghanistan after the 9/11 terrorist attacks or the US military intervention. Twelve groups participating in Japan Platform (JPF)* started emergency and humanitarian assistance for Afghanistan immediately after the 9/11 terrorist attacks, undertaking the distribution of relief sup-

Table 3-19 Chair Ministry and Focal Point by Sector in CG System[*1]

Pillar 1: Human Capital and Social Protection	Pillar 2: Physical Infrastructure	Pillar 3: Enabling Environment for Development	Advisory Groups: Cross-cutting Issues
Refugees & IDPs (Ministry of Refugees and Repatriation/UNHCR[*2])	Transport (Ministry of Public Works/Japan, ADB[*3])	Trade & Investment (Ministry of Commerce/Germany)	Gender (Ministry of Woman Affairs/UNIFEM[*4], US)
Education & Vocational Training (Ministry of Education/US, UNICEF[*5])	Energy, Mining & Telecom (Ministry of Communications/World Bank)	Public Administration & Economic Management (Independent Administrative Reform and Civil Service Commission/World Bank, EC)	Environment (Ministry of Agriculture/ADB, UNEP[*6])
Health & Nutrition (Ministry of Health/EC[*7], US)	Natural Resources Management (Ministry of Agriculture/ADB)	Justice (Ministry of Justice/Italy)	Humanitarian Affairs (ECHO[*8]/Switzerland)
Livelihood & Social Protection (Ministry of Rural Rehabilitation and Development/EC, World Bank)	Urban Management (Ministry of Urban Development & Housing/UNHABITAT[*9])	National Police, Law Enforcement & Stabilization (Ministry of Interior/Germany)	Human Rights (Afghan Independent Human Rights Commission/Denmark, UNAMA[*10])
Culture, Media & Sport (Ministry of Information & Culture/UNESCO[*11])		Afghan National Army (Ministry of Defence/US)	Monitoring & Evaluation (To be decided)
		Mine Action (Ministry of Foreign Affairs/Canada, UNMACA[*12])	Counter Narcotics (National Security Council [Counter Narcotics Directorate])/UK)
		DDR (Disarmament Commission and Demobilization and Reintegration Commission/Japan)	

(Note) reference: Government of Afghanistan website (list as of November 2004)

*1 Table 3-19 includes the security sector that was subsequently included in the CG system.
*2 United Nations High Commissioner for Refugees
*3 Asia Development Bank
*4 United Nations Development Fund for Women
*5 United Nations Children's Fund
*6 United Nations Environment Programme
*7 European Commission
*8 European Commission Humanitarian Office
*9 United Nations Human Settlements Programme
*10 United Nations Assistance Mission in Afghanistan
*11 United Nations Educational Scientific and Cultural Organization
*12 United Nations Mine Action Center in Afghanistan

* ADRA Japan, JEN, Save the Children Japan, Association for Aid and Relief Japan, Medical Relief Unit, Japan, Nippon International Cooperation for Community Development, Japanese Red Cross Society, The Japan Center for Conflict Prevention, BHN Association, Peace Winds Japan, Shanti Volunteer Association, World Vision Japan

plies, overwintering support, medical care, mine countermeasures, camp operation for internally displaced persons, restoration of schools, etc. NGOs such as Japan International Volunteer Center (JVC) that are not members of JPF have also been providing various reconstruction and development assistance.

(3) JICA's Assistance to Afghanistan

1) Outline of JICA Assistance to Afghanistan

Following the Bonn Agreement in December 2001 and the subsequent Tokyo Conference on Reconstruction Assistance in January 2002, JICA immediately implemented assistance to Afghanistan. JICA sent staff members to join the Survey Mission on Economic Cooperation dispatched by the Japanese government in December 2001 in order to understand the situation of other donors and participate in discussions on aid. Since the beginning of its assistance for Afghanistan, JICA has paid attention to speedy initiation of activities and contribution to smooth transition from emergency relief to reconstruction and development assistance as a development aid agency (Table 3-20).

While corresponding to six priority areas* announced by the Japanese government at the Tokyo Conference in January 2002, JICA was expected to play a central role, especially in the field of human resources development assistance. Accordingly, at an early stage, JICA dispatched long-term experts to major Afghan ministries (Ministry of Finance [then Afghanistan Assisttance Coordination Agency], Ministry of Health, Ministry of Education, Ministry of Women's Affairs, Ministry of Rural Rehabilitation and Development, Ministry of Agriculture, Ministry of Irrigation, Water Resources and Environment, Ministry of Labor and Social Affairs), and undertook technical guidance in individual issues (such as irrigation, agriculture and infectious disease control) as well as policy planning, human resources development, and enhancement of administrative capabilities of those ministries.

On the other hand, among Kabul, Kandahar, Jalalabad, and Mazar-e-Sharif, which were selected as priority areas by the Regional Comprehensive Development Assistance Programme proposed at Special Representative Ogata's visit to Afghanistan in June 2002, JICA selected Kabul, Kandahar, and later Mazar-e-Sharif and Bamiyan, as bases for activities. Especially in Kabul and Kandahar, JICA focused on improving roads and BHN (Basic Human Needs) facilities as a priority in the infrastructure sector. Utilizing emergency development studies that are undertaken very swiftly, JICA contributed to the construction and rehabilitation of school buildings, development of major roads in the cities, dredging of canal irrigation, and rehabilitation and construction of medical facilities, among others. Afghan people and other donors lavishly praised JICA's cooperation, which produced quick and visible results, and gave them a real sense of peace.

A study team member proceeding with road improvement in an emergency development study

As for the relations between the Ministry of Foreign Affairs (head office and the Embassy) and JICA (headquarters and Afghanistan office), an ODA Task Force (Embassy and JICA Office) was set up locally at an early date and meetings were held every week. JICA Office also attended NGO monthly meetings and Japanese meetings organized by the Embassy. These meetings were the opportunities for sharing local information and networking, and the obtained information was shared with the headquarters of both parties.

Taking into account the framework of aid coordination among donors, JICA together with the Embassy participated in consulting groups (CG) from each sector. Understanding the trends of related sectors and other donors' aid, JICA has implemented projects while coordinating with each aid agency by exchanging and sharing information and avoiding the duplication of assistance. In terms of CG in the road sector in particular, JICA contributed a great deal by co-chairing the CG in which the Japanese government and Asian Development Bank (ADB) are the leading donors.

3 Results of Review

(1) General

Among the three pillars—peace process, security, and reconstruction and development assistance—announced by the Japanese government, JICA played an important role in reconstruction and development assistance. While providing cooperation with a focus on human resources development, JICA contributed to the security sector as well through support for reintegration in DDR. In addition to assistance for human resources development and support for regional communities in Afghanistan, individual JICA projects for infrastructure development, especially road construction, produced visible results in a relatively short time frame, and received high praise from the

* Six priority areas: As assistance for peace process and reconciliation, 1) promoting repatriation and resettlement of refugees; 2) demining assistance; and 3) support for media infrastructure. As assistance for human resources development, 4) education; 5) health and medical care; and 6) improvement of women's positions. Support in road and agriculture sectors was later added to the priority areas.

Table 3-20 Priority Issues and Project Examples by Sector

Sector	JICA's Priority Issues	JICA's (Japan's) Cooperation Scheme and Project Example
Health and Medical care	Reinforcement of health administration capacities Women's health Children's health Infectious disease control focusing on tuberculosis	Dispatch of experts (long-term and short-term) to Ministry of Health, Country-specific training "Health Administration" Technical Cooperation Project "Reproductive Health Project" (Grant Aid "The Project for Infectious Diseases Prevention for Children in Afghanistan") Technical Cooperation Project "Tuberculosis Control Project"
Education	Capacity development in education administration Development of teachers and improvement of their abilities Improvement of education facilities and construction of schools Education for women Distance learning Reconstruction of higher education facilities (universities)	Dispatch of experts (long-term and short-term) to Ministry of Education, Training in Japan "Leading Afghan Women Educators," Youth Invitation Program Technical Cooperation Projects "Strengthening of Non-formal Education Project," "Strengthening Teacher Training Project" Dispatch of experts (Grant aid "The Project for Supply of Educational Equipment for Assistance of Higher Education and Teachers Training") (Grant aid "The Project for Construction of Basic Education Facilities in Kabul and Kandahar") Emergency development study "The Study on the Urgent Rehabilitation Programme of Kabul City in Afghanistan" (Grant aid "The Project for Rehabilitation of TV Broadcasting Facilities in Kabul in Afghanistan") (Grant aid "Project for Improving Higher Education Facility and Equipment")
Gender	Support for gender policies and systems Improvement of women's health Support for women's economic activities	Dispatch of experts (long-term and short-term) to Ministry of Women's Affairs, Dispatch of project formulation advisor (Construction of female education facilities [grant aid]), Training in Japan Dispatch of experts (Grant aid "Project for Improvement of Basic Medical Equipment for Mother and Child Health Care Facilities") Economic Empowerment for Women in Afghanistan (Bamiyan)
Infrastructure	Support for urban reconstruction Reconstruction of urban public transportation Development of trunk road network Improvement of airport facilities	Emergency development study "Rehabilitation Planning in the South-Western Area in Kabul City" "Reconstruction of Roads in Central Kandahar City" Emergency development study "Public Transportation Program in Kabul City'" (Grant aid "The Project for Improvement of Trunk Road between Kabul and Kandahar") (Grant aid "Project for Construction of the Terminal Building of Kabul International Airport")
Agriculture and Irrigation	Capacity development and human resources development of the Ministry of Agriculture and the Ministry of Irrigation Reconstruction of agricultural experiment stations Recovery of irrigated agriculture	Dispatch of experts (long-term and short-term), Country-specific training, Third-country training Emergency development study "The Study on Urgent Rehabilitation Support Program of Agriculture in Kandahar" "Reconstruction of Agriculture Experiment Station in Bamiyan" "Reconstruction of Irrigation Agency in Bamiyan" "Water Sources Balling"
Support for Returnees and IDPs	Support for returnees and IDPs Community development (recipient side)	Proposal-type technical cooperation "Support Program for Reintegration and Community Development in Kandahar"
DDR	Social reintegration of ex-combatants	"Vocational Training Programs of Ex-combatants", Dispatch of experts (long-term and short-term)

Afghan people as a materialization of Japanese commitment for assistance to Afghanistan.

(2) Planning Stage

At the planning stage of each project, through the dispatch of experts to relevant ministries at the early stage of cooperation, JICA accommodated the urgent needs promptly. For example, in the gender sector that has been a priority area since the beginning of JICA's assistance, JICA dispatched experts to the Ministry of Women's Affairs, which was established for the first time in Afghan history as an advisor to the minister, and assisted in organization management in establishing the ministry, policy and principle planning, and training for female administrators.

The master plan (draft for JICA Country Program) for understanding the progress of the overall assistance to Afghanistan and setting the direction for subsequent projects was not developed until the end of 2004, when individual projects proceeded substantially. Before the master plan was developed, coordination among individual projects was promoted at the headquarters, by holding meetings by related departments to share information and facilitating communication among related parties in the target regions and sectors. Though information sharing and mutual coordination were promoted, problems were pointed as follows: individual projects have to be implemented consistently with other projects based on the planning and strategies of overall JICA assistance.

In Technical Cooperation Projects mainly consisting of the dispatch of experts from Japan, the planning and preparation process of the project needs more time for planning and preparation stage because a preparatory study team had to be dispatched several times. Though individual experts who were dispatched in each sector conducted minimum essential activities before technical cooperation projects started, the workload for those experts was substantial.

(3) Implementing Stage

As for reconstruction and development of infrastructure such as roads, schools, and hospitals, emergency development studies were utilized fully and flexibly, and compared to JICA's projects in other countries, projects progressed very quickly. These projects produced visible results, and received high praise from the Afghan people. For example, three out of five emergency development studies conducted in Afghanistan were started in 2002. Between 2003 and the first half of 2004, 13 schools (including the

water supply facility) in Kabul and Kandahar were either constructed or renovated, approximately 40km of roads in the cities was restored, 10km of canal irrigation was dredged, and two medical facilities were renovated or constructed.

On the other hand, technical cooperation projects mainly consisting of the dispatch of experts from Japan were often delayed or postponed because they needed time to recruit experts and evacuation orders for Japanese experts as the security condition deteriorated. In contrast, the risk of delays of emergency development studies were minimized by utilizing local human resources.

Although the operation cost accompanying the dispatch of experts from Japan was appropriately utilized for the deployment of prompt and flexible projects the accounting process required much time and work. One reason is that the delay in establishing various procedures and systems in Afghanistan undermined smooth procedures for aid implementation. For example, since there are not enough private companies, it was extremely difficult to get quotations when procuring engineering work and equipment in Afghanistan compared to other developing countries.

Coordination with other related organizations, including international organizations and NGOs, is especially effective in filling the gap between the stage of emergency humanitarian relief and development assistance. Many projects were implemented in Afghanistan in cooperation with NGOs. However, problems remained in effective coordination with international organizations and development aid agencies in other countries. For example, in the sector of support for returnees, although JICA participated in the CG in that sector and exchanged information with other related organizations and donors, the safety standards for activity areas of humanitarian aid organizations such as UNHCR were different from those of JICA, making it difficult to coordinate at the field level. As for DDR vocational training, on the other hand, implementation of training in cooperation with local NGOs has been pursued in places where JICA activities were prohibited according to the safety standards, and it is expected to be a new effective method in peace-building assistance. Some Japanese NGOs have requested JICA coordination of assistance under difficult situations not only in the project itself but also in the implementation structure. Such NGOs often do not have sufficient safety management systems due to lack of finances, and requested JICA's support in the safety management sector, including the provision of safety training and equipment leasing.

(4) System

The operation at the headquarters was generally speedy and effective, at least at the initial stage of assistance. Such operations included holding meetings, joining the study mission of the Ministry of Foreign Affairs and establishing a department exclusively in charge of assistance to Afghanistan. Dispatch of a study team (accompanying an economic cooperation mission of the Ministry of Foreign Affairs) at an early stage to exchange opinions at the ministerial level with major Afghan ministries following the establishment of Afghan Interim Authority, using its experiences in Timor-Leste, was especially meaningful in JICA's decision-making in the direction of assistance to Afghanistan and building networks with major counterparts. However, as for the establishment of a department exclusively in charge of Afghanistan, it took more than six months from the proposal stage to actual establishment, and improvement should be made in this regard in future peace-building assistance.

As for the office system, although the staff members were expected to perform various tasks regarding the project implementation as well as those regarding the opening of a new office, a sufficient number of members was not always allocated in handling those many tasks, forcing the existing members to work overtime. Many opinions were expressed from the related parties in this regard; for example, a team specialized in opening a new office should have been dispatched, a sufficient number of staff members should have been allocated to carry out the tasks regarding the project implementation, and experts and project formulation advisors should have been allocated to support the staff.

Employment benefits for experts, etc., have improved gradually. Since assistance to Afghanistan began under the condition where basic infrastructure had been destroyed, there were problems in the living environment. For example, they had to share toilets and showers, there was lack of lighting resulting from the lack of electricity, and there was no privacy because of thin walls between the rooms. In response to such a poor living environment, measures such as health care leave were introduced for health management including mental health.

As for safety management, in required time and work to set up communications between the headquarters and the overseas office and coordination with Japanese government. It was also pointed out that there was a perception gap in security judgment between the overseas office and the headquarters. Opinions were expressed on this point such as that some authority should be transferred to the local office in order for the local office to judge the security condition in accordance with the real local situation.

4 Recommendations and Lessons Learned

(1) Recommendations for Future Assistance to Afghanistan

Operational improvement to promote precise project implementation by local initiative

Local needs must be accommodated promptly and precisely. For that, it is necessary to discuss the development of a new scheme that the overseas office and project field can initiate and


A counterpart using a medical device provided by Japan

which they can use to conduct projects, including the general local operation cost (tentative name) and actions for improvement.

Reviewing and reinforcing safety management system

Human resources who are familiar with the local conditions should be further utilized in order to reinforce information collection and the analysis system on local security conditions. A system should be established to make proper overall judgments by taking into account the order of urgency in operations in addition to the security conditions. (Basically, a possibility should be examined to transfer decision-making authority up to a certain level to the overseas office.)

Securing the living environment in line with the situations in Afghanistan

Considering difficult living conditions, health care leave and measures for maintaining mental health should be further improved.

(2) Lessens Learned for Future Peace-building Assistance

Lessons learned that can be applied to peace-building assistance in countries and regions other than Afghanistan and which are not described in (1) above are introduced as follows.

1) Lessons Learned about Planning and Implementing Stages

Early establishment of comprehensive plan

In order to raise the effectiveness and efficiency of overall project activities, a plan encompassing the entire project should be established at the earliest possible date. Alternatively, a strategy paper that sets the direction of the entire project activity should be developed temporarily.

Implementation of project utilizing local human resources

In order to implement a project without delay and to produce results in a timely fashion to address the local needs under ever-changing security conditions, it is necessary to further promote effective coordination with local resources, including the local NGOs, instead of relying soley on Japanese personnel such as experts.

Establishment of better expert recruiting method

In order to secure experts promptly and in a timely fashion, the possibilities of developing a speedy and simple recruiting system (such as a nomination system) different from the existing selection processes, including regular public announcements, should be examined and improvements should be made in this area.

Speedy implementation of technical cooperation projects

The simplification of processes such as decision-making during project formulation (simplification of approval process and necessary documents, etc.) should be promoted. At the same time, process of the project implementation for urgent operations should be reviewed so that it can promote implementation faster than normal processes while confirming the priority.

Reinforcing cooperation with other organizations

In order to secure a transition smoothly from the emergency phase to the development phase, information sharing and coordination should be further promoted and reinforced not only with other aid agencies, but also with various agencies and NGOs involved in emergency humanitarian assistance from the planning stage of a project. Also, information should be exchanged with other organizations and NGOs with regard to issues such as the implementation system of a project, safety management, repairs and utilities, as well as the actual coordination of a project.

2) Lessons Learned about System

Promotion of field based management

Under the principle of field based management, the most effective assistance form in which a project is led by a overseas office and local parties concerned and supported by the headquarters as much as possible should be developed at the earliest possible date, in order to address the local needs promptly and precisely.

Development of overseas office system

In order to establish a base for project implementation promptly and in a timely fashion, a team specialized in opening an office should be dispatched, undertaking the establishment of an office, securing of living environment, provision of logistic support, establishment of safety management, etc. At the same time, at the project implementation stage, an expert group belonging directly to the overseas office (consisting of experienced JICA staff members, project formulation advisors, experts, etc., who can carry out high-quality operations in line with local conditions) should be intensively input, undertaking tasks such as needs assessment, formulation of a comprehensive plan, and implementation of infant assistance. A sufficient number of human resources should be placed in consideration that they must work under difficult conditions.

JICA's Response In Response to the Results of Peace-building Assistance: Review of Assistance to Afghanistan

Based on the results of Peace-building Assistance: Review of Assistance to Afghanistan, JICA has reformed its systems for the overall peace-building assistance and methods of project implementation in order to utilize the experiences gained in Afghanistan systematically and reinforce the system for assistance to Afghanistan. JICA has taken the following actions.

(1) Reinforcing the System for Assistance to Afghanistan

Based on the results of this review, JICA increased substantially the number of staff members in the Afghanistan Office to build a system that can accommodate the increasing amount of tasks. In addition, between fiscal 2004 and 2005, JICA upgraded safety equipment such as vehicles and radios and provided training to staff members for the proper operation of the safety equipment; a contingency plan was introduced; security information sharing with UN organizations, security agencies and NGOs was further promoted; several security clerks with expertise and experiences in risk management were deployed.

In terms of project implementation, in light of the instability of the Afghan political climate, a system to continue the project by utilizing local human resources (local government counterparts and local NGOs) was developed so that even if operations by Japanese experts were restricted due to the deteriorated security conditions, it would have a minimum effect on the project.

In fiscal 2005, the JICA Country Program integrated the basic concepts and priority areas in its assistance to Afghanistan as well as future mid-term project plans for each development issue in the priority areas, thus allowing for the related parties to share support policies and strategies.

(2) Systematically Utilizing Lessons Learned from Afghanistan

1) Introduction of Fast Track System

Based on the experience in Afghanistan, in order to more promptly and flexibly plan and implement projects to address urgent needs, such as peace-building assistance and natural disaster reconstruction support, the Fast Track System was introduced in fiscal 2005. The system aims to simplify and shorten the processes regarding project formulation, decision-making, implementation preparation, procurement, etc., and to reinforce project implementation by the headquarters and overseas office. This system enables applicable projects to simplify their decision-making process by transferring the authority to the director of the department in charge of the project implementation. When only a limited amount of information is available at the planning stage of a project, the system also enables the simplification of items assessed in ex-ante evaluation except for the minimum necessary items, thus shortening the time necessary for the launch of the project. The simplification of human resources selection procedures and development of a human resources database were also realized for the projects to which the Fast Track System was applied, so that human resources to implement aid can be promptly secured.

As a result of introducing the above-mentioned system, three projects for assistance to Palestine, assistance to Southern Sudan, and reconstruction assistance for earthquakes in Pakistan were approved as Fast Track projects as of January 2006. By applying the Fast Track System, the time necessary to complete the procedures for the implementation of these projects was shortened by one-half to two-thirds, enabling more prompt response to projects that need urgent attention.

Also from the experience in Afghanistan, the necessity of establishing an operation base promptly at the start of a project was recognized. Accordingly, introduction of a dispatch system of expert teams undertaking logistics has been discussed for inclusion in the Fast Track System.

2) Operation by Overseas Initiative

As part of the promotion of field based management, JICA has been tackling organizational reform. One of the pillars of the reform is localization to reinforce the functions of the overseas offices by delegating human resources and authorities from JICA headquarters to overseas offices so that local needs are assessed more accurately and reflected in the appropriate and prompt project implementation. One of the examples of the reform is the introduction of a system where overseas offices independently formulate, plan, manage, and evaluate projects. After the completion of the trial period starting in October 2004, the system was introduced fully at 30 out of 56 overseas offices, starting in fiscal 2005.

3) Achievement of Objective in Cooperation with International Organizations

JICA has been promoting the reinforcement of cooperation with other aid agencies such as the UN and NGOs at an early

stage of its activities in order to achieve more effective peace-building assistance, including seamless transition from emergency aid to reconstruction assistance. For example, in Sudan, JICA has coordinated its efforts with United Nations High Commissioner for Refugees (UNHCR) and United Nations Office for Project Services (UNOPS) from the beginning of the activities.

4) Reinforcing Safety Management

In order to implement operations smoothly in high-risk countries, including Afghanistan, in terms of security, in fiscal 2005, JICA upgraded safety management training, which is jointly conducted by United Nations High Commissioner for Refugees (UNHCR-eCentre), to improve the risk management capabilities of JICA staff. In addition, JICA has worked to compile their experiences into a manual.

Also, considering the possibility of future assistance to countries and regions where security conditions are not stable, like Afghanistan, JICA has systematically introduced the process of examining emergency countermeasures by developing a contingency plan that allows projects to continue using local human resources in case Japanese experts and staff members have to evacuate the country temporarily due to deterioration of public safety.

5) Early Formulation of Comprehensive Plan

One aspect of peace-building assistance is that urgent needs have to be addressed wherever possible. However, the review revealed that the formulation of a comprehensive plan at the earliest possible time is crucial for more efficient and effective aid implementation. Based on the result of the review, JICA's assistance to Sudan that started in fiscal 2005 clarified the immediate direction of cooperation and priority issues and formulated the mid-term input plan at the beginning of the assistance, being committed to provide assistance strategically.

Part 4

Secondary Evaluation by the Advisory Committee on Evaluation

Secondary Evaluation by the Advisory Committee on Evaluation

Seiji Kojima
Vice-President
Chairperson of JICA Evaluation Study Committee

JICA established the Advisory Committee on Evaluation in fiscal 2002 and since then has committed itself to enhancing the evaluation system and improving projects using evaluation results while receiving advice from external experts. As part of that effort, in order to increase transparency and objectively in evaluation results, the Advisory Committee on Evaluation has evaluated terminal evaluations performed by JICA (secondary evaluation) and the results have been published in the Annual Evaluation Report since fiscal 2003. In fiscal 2005, which is its third year, with the help of the Japan Evaluation Society, JICA set up a working group consisting of third-party experts in evaluation under the Advisory Committee on Evaluation to conduct secondary evaluations. Part 4 provides results of secondary evaluations conducted by the Advisory Committee on Evaluation and its working group.

As was the case last year, this year's secondary evaluation focused on examining the quality of terminal evaluation (primary evaluation). Also, secondary evaluators, being the third party, re-examined the results of the primary evaluation based on the information contained in the evaluation reports. In terms of quality of evaluation, the result of the secondary evaluation, which rates eight evaluation criteria comprising 33 viewpoints, shows that all evaluations received more than three points on a scale of five and over-the-year improvement in quality was observed when comparing the secondary evaluation results of the last three years. Nonetheless, rating on the participation of developing countries in evaluation, evaluation on efficiency, and the extraction of lessons were relatively lower than other evaluation viewpoints, leading to a conclusion that further efforts are needed. With respect to projects, after comprehensive review of the information in primary evaluation reports from the third party's perspective, re-examination was conducted based on the DAC Five Evaluation Criteria on a scale from one to five. As a result, 35 projects out of 45 were graded either "excellent" (20 points or more in the full 25 points) or "good" (15 points or more and less than 20). However, 10 other projects were graded "poor" (10 points or more and less than 15). It should be noted that severe evaluation was granted to some projects in the secondary evaluation due to an inappropriate value judgment in the primary evaluation with poor quality, though it was rated good in the primary evaluation.

With regard to the quality of evaluation, based on the results of the secondary evaluation, JICA has been working to revise JICA's Evaluation Guidelines, promote evaluation training, and share highly regarded cases of secondary evaluation within the organization, since the introduction of secondary evaluation. Moreover, using the secondary evaluation check sheet, JICA staff has controlled the quality of primary evaluation. We are very delighted with the commendation that the quality of evaluation has steadily improved as a result of these efforts, although many issues remain unsolved. We are determined to continue to improve the quality of evaluations based on the results of the secondary evaluation.

As for project evaluation, since the environment surrounding a project differs depending on the target country and sector, it is difficult to compare them in a uniform manner. Some of the projects rated "poor" should have been planned more meticulously and should have sought more appropriate project management at the implementing stage, including the review of the plan in line with changes in circumstances. At the same time, there were cases where financial sustainability was threatened by economic hardship in the target country and cases where cooperation activities were greatly curtailed due to political and security reasons in the target country. In the latter cases, the efforts made by stakeholders in these projects are not at all inferior to the efforts made by the stakeholders engaged in the projects which have been rated "excellent." Still, being resolutely results-oriented as an implementing body of government-funded ODA projects, we must solemnly accept the fact that there are projects that have been rated "poor" in the view of the secondary evaluators who have expertise in ODA and evaluation.

By having evaluation results re-examined from the viewpoints of the third party, JICA will take further steps to review its own projects and implement more effective and efficient projects. As an extension of that effort, JICA will select some projects based on the results of secondary evaluation, and have some members of the Advisory Committee on Evaluation to conduct field studies to present recommendations, including the results of the field studies, for the improvement of the quality of evaluation and implementation of effective and efficient projects.

Last but not least, I would like to express my sincere gratitude to every member of the Advisory Committee on Evaluation and its working group for offering valuable comments. All the members carefully examined 45 terminal evaluation reports from various aspects and performed secondary evaluation by devising various measures that enable more reliable and convincing secondary evaluation, despite the constraints of the nature of the secondary evaluation.

Chapter 1 Results of Secondary Evaluation Fiscal 2005

Advisory Committee on Evaluation/
Secondary Evaluation Working Group

1-1 Objectives, Targets, Methods of Evaluation

(1) Objectives

A number of options are possible as to who shall conduct evaluation on ODA projects. If evaluations are performed by stakeholders, it is expected that detailed evaluation in light of circumstances are possible since the evaluators have profound knowledge of the project and region and fully understand the activities and various situations. Also, feedback will more likely fully function, leading to improvement in the project. On the other hand, it could result in lenient evaluations since they may make too much allowance for circumstances, which gives rise to problems in transparency and neutrality. Due partly to the nature of its operation, JICA manages a number of relatively small projects, and therefore, JICA, in reality, does not have any other choice but to conduct internal evaluation, or if not that, it has to seek the assistance of outside stakeholders, such as domestic support committee members, to conduct the evaluation. For terminal evaluation alone, the number goes to around 50 every year.

Accordingly, as a means of overcoming the expected disadvantages while taking advantage of internal evaluation, objectivity and neutrality can be achieved by conducting internal evaluation thoroughly in compliance with the guidelines and through secondary evaluation by external experts on the results of the internal evaluation. In other words, in order to evaluate a number of projects, it is practical to develop a system where the results of internal evaluation are reviewed and authorized if the results are good, and modified if not.

The introduction of the Plan-Do-Check-Act (PDCA) cycle is effective in constantly improving projects. Evaluation corresponds to the Check part of this cycle. If this concept is applied to evaluation, the PDCA cycle of evaluation (planning of evaluation - implementation of evaluation - evaluation of evaluations - improvement of evaluation) becomes complete. In order to avoid partial and subjective evaluation, it is important to incorporate the views of external examiners; however, they do not necessarily have to evaluate every single project. At least, a certain level of transparency and objectivity can be secured if the view of the external examiners is incorporated into the Check part of the PDCA cycle.

Evaluation is a set of processes, from collecting information and performing analysis/evaluation to drawing out recommendations/lessons and compiling reports in an evaluation framework. In order to ensure reliability of primary evaluation such as terminal evaluation as in the previous years and facilitate the disclosure of easy-to-understand evaluation results, the secondary evaluation in fiscal 2005 was performed with a focus on the following questions.

a. Evaluation of the quality of primary evaluation
- Does the primary evaluation satisfy a certain quality?
- Has the quality of primary evaluations improved every year?
- What tasks should be carried out to further upgrade the quality?

b. Evaluation of projects by secondary evaluators based on the reports of primary evaluation
- What is the result of secondary evaluation of the project?
- Is there any relation between the results of secondary evaluation on the project and the quality of primary evaluation?

(2) Evaluators

Now, there is a question about who conducts secondary evaluation. It is better to perceive that the value of secondary evaluation is determined by whether the evaluation results themselves are convincing, rather than whether they are correct or incorrect. There is no single answer to the question of how evaluation should be carried out, but the answer varies depending on the evaluator's background and the sense of value that affects the evaluation. If numerical targets are set for projects, there may be less chance of disagreement over whether the project purposes have been achieved or not. It is still natural that there are differences in opinions on the reasons and response measures. Even if a secondary evaluator has been provided, there is no guarantee that her secondary evaluation result is the utmost and foremost. It is quite probable that results are different when another evaluator conducts secondary evaluation. If so, it is safer and more practical to come up with a framework to allow opinions of several secondary evaluators with some level of ability, rather than finding one excellent evaluator.

JICA has established the Advisory Committee on Evaluation to solicit opinions on the nature of JICA evaluation and evaluation results. However, due to the nature of the committee, the opinions are inevitably general, making it difficult to conduct detailed secondary evaluation on each evaluation result. Thus, it is practical to set up a working group to perform secondary evaluation, take time to examine each of the internal evaluation results and further discuss the outcomes at the parent committee meetings.

It was in fiscal 2003 that JICA launched the secondary evaluation on the terminal evaluation by setting up the Secondary

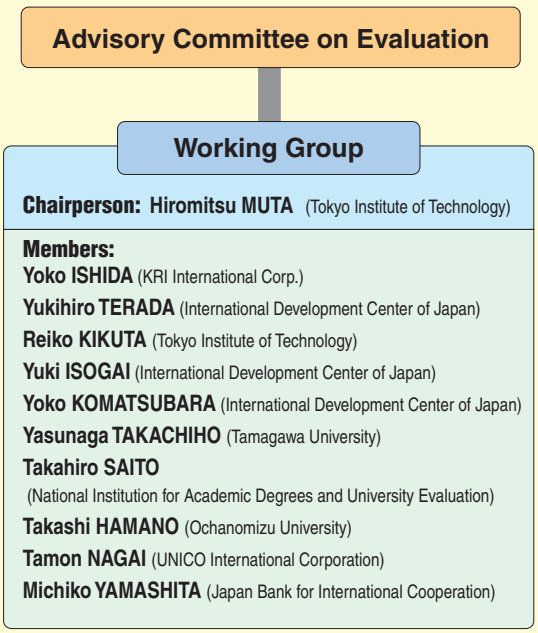
Evaluation Working Group. Eight members of the Advisory Committee on Evaluation took charge of the secondary evaluation in fiscal 2003. In fiscal 2004, the Secondary Evaluation Working Group was formed under the Advisory Committee on Evaluation, consisting of six experts and eight JICA staff members (primarily evaluation chiefs of each department). The experts were selected on the basis of recommendations by the Japan Evaluation Society to guarantee the objectivity of the selection. The differences in evaluation tendency between experts and JICA staff were also explored. As a result, no significant difference in evaluation tendency between them was confirmed.

As the development of methodology is almost complete thanks to the practice in fiscal 2004, the prospects for practical application have become bright. Taking advantage of the expert knowledge of external intellectuals, the work of the secondary evaluation was subcontracted to the Japan Evaluation Society in fiscal 2005. The Japan Evaluation Society formed an evaluation team comprising 10 members. The members were recruited within the Society in an attempt to increase transparency. The secondary evaluation system of fiscal 2005 is shown in Figure 4-1.

(3) Evaluation Targets

This secondary evaluation targeted 28 terminal evaluations conducted in fiscal 2003 and 17 terminal evaluations in fiscal 2004. The main targets of this fiscal year's analysis are the total of these 45 projects. For a year-to-year comparison purpose, an additional 10 terminal evaluations conducted in fiscal 2003 and 11 evaluations in fiscal 2002, which had been subject to the previous secondary evaluation, were sampled without bias and targeted under the secondary evaluation of this year (Appendix 1).

Figure 4-1 Secondary Evaluation System



(4) Evaluation Design and Methods

If every member of the secondary evaluation reads and evaluates all the evaluation reports, the mean scores for each evaluation criterion (evaluation viewpoint/criteria) will reflect the opinions of all the evaluators and the results will be free of personal evaluation bias. This is because the results will be biased unless the opinions of a certain number of evaluators are averaged since each evaluator has different backgrounds and opinions. However, this method is impractical due to the enormous workload placed on each evaluator. In fact, it takes two to three hours for an evaluator to thoroughly read an evaluation report and fill in the scores and comments on an evaluation sheet. When overlapping evaluation reports from the previous years are included, the number of reports subject to the secondary evaluation exceeds 60 per year. It takes an enormous amount of time and effort to read and evaluate all those reports, although it is not impossible.

Thus, it is effective to split the work and in fiscal 2005, each evaluation report was read by four evaluators under the appropriate assignment to avoid bias. Specifically, two key members of the evaluation working group read all the reports, one member read 27 reports, and seven members read 15 to conduct the secondary evaluation. This scheme allows us to treat the judgment criteria of the two key members as the norm of the entire group and adjust the judgment criteria of the other evaluators. Although fairness is more likely if the results represent the average of four evaluators, rather than one, it is still unavoidable that the tendency of the evaluators could affect the results since each report is rated by only four evaluators, raising the question of credibility and impartiality of the secondary evaluation. Theoretically speaking, the scores given by each evaluator for each evaluation criterion can be divided into two parts: true score of the evaluation target (free of personal evaluation bias of the evaluator) and coefficient of evaluation tendency of an individual evaluator (strictness/leniency coefficient: error tendency of individual evaluator). Accordingly, a method of statistical analysis (analysis of variance) was devised to remove those two parts and the evaluation tendency of evaluators was adjusted to obtain the unbiased estimate of evaluations scores that are free of personal evaluation tendency.

A year-to-year comparison was made possible through appropriate sampling by repeating the evaluation of the same project for several years. The projects that had been evaluated repeatedly for two fiscal years can serve as so-called "overlap width" for unification. Using the overlap width, it is possible to link the secondary evaluation results of fiscal 2004 with those of fiscal 2005. True estimates of the evaluation scores were calculated for fiscal 2004 and fiscal 2005; however, the evaluation standards seem to be different. Since the objective was to see the distribution of evaluation scores, it was first necessary to think of a way to

match the mean scores and variances of both fiscal years in the overlap width. Then, the results of the secondary evaluation in fiscal 2004 were converted in such a way so that the mean scores and variances in the overlap width for each fiscal year corresponded to each other. Since the sampling in the overlap width was conducted appropriately, such a simple conversion was sufficient to make a comparison. In this way, evaluation data obtained individually can be processed and analyzed as a large pooled sample through the unification of disconnected evaluation information in various ways using the overlapping evaluations (overlap width).

(5) Evaluation Methods

As mentioned earlier, the secondary evaluation of terminal evaluation has two objectives. One is to evaluate the quality of terminal evaluation and the other is to validate the evaluation results of terminal evaluation. Basically, in a secondary evaluation several experts evaluate the evaluation results (reports) based on a set of evaluation viewpoints. It was in fiscal 2003 that JICA started secondary evaluation by experts on terminal evaluation, and the secondary evaluation was conducted on 40 projects at the time. First, the secondary evaluators read the terminal evaluation reports and evaluated them on a five-point scale using the designated secondary evaluation check sheet. Evaluations were made from the perspective of the quality of the terminal evaluation (eight criteria with respect to evaluation framework, six criteria with respect to implementation of studies, nine criteria with respect to information analysis/evaluation, and four criteria with respect to recommendations/lessons: a total of 27 criteria) as well as the perspective of evaluation of the project itself (six criteria). Evaluation items listed in the evaluation sheet and evaluation criteria were made based on the criteria for good evaluations in the JICA Evaluation Guidelines.

In fiscal 2004, using the evaluation analysis of the previous year as a reference, the burden of the evaluators was reduced and the evaluation viewpoints were improved to structure the evaluation criteria. On the sheet, evaluation scores were given to criteria on a scale of 10 and several viewpoints shown for consideration of each grading were evaluated on a scale of three. In addition to 58 projects for fiscal 2003-2004, 10 overlapping projects were evaluated again for the purpose of a comparison with the previous year. In fiscal 2005, in addition to 45 projects for fiscal 2003-2004, 21 overlapping projects for fiscal 2002-2003, on which the secondary evaluation was conducted in the previous year, were evaluated again for the purpose of a year-to-year comparison.

Evaluators are not the same members every year. Even if they are, after the interval of one year, there is no guarantee that the person will evaluate on the basis of the same evaluation standards. In order to see the over-the-year changes in the evaluation results, an adjustment of evaluation standards of evaluators is necessary. While referring to the evaluation results of the previous year, 21 projects of fiscal 2002-2003 were carefully sampled with consideration of balance out of the projects on which the secondary evaluation had been performed in the previous fiscal year, in order to perform a comparison with the previous year.

Further improvements were made on the evaluation criteria this year. The comparison between the evaluation viewpoints between fiscal 2004 and fiscal 2005 is shown in Table 4-1. Together with the reorganization and integration of evaluation viewpoints, both ratings for viewpoints and criteria were changed to a scale of five. This is because the psychological burden on the evaluators can be reduced if the scales are uniform. As you can see, the evaluation viewpoints of fiscal 2004 and 2005 are by and large similar overall, allowing year-to-year comparison.

Table 4-1 Comparison of Evaluation Viewpoints between Fiscal 2004 and 2005

Fiscal Year	2004		2005	
Evaluation Criteria	Viewpoints	Rating	Viewpoints	Rating
Evaluability	4 (3-point scale)	10-point scale	4 (5-point scale)	5-point scale
Evaluation Framework	4 (3-point scale)	10-point scale	3 (5-point scale)	5-point scale
Data Collection	5 (3-point scale)	10-point scale	4 (5-point scale)	5-point scale
Assessment of Performance	4 (3-point scale)	10-point scale	4 (5-point scale)	5-point scale
Analysis	3 (3-point scale)	10-point scale	3 (5-point scale)	5-point scale
Evaluation	7 (3-point scale)	10-point scale	6 (5-point scale)	5-point scale
Recommendations/Lessons Learned	8 (3-point scale)	10-point scale	6 (5-point scale)	5-point scale
Reporting	4 (3-point scale)	10-point scale	3 (5-point scale)	5-point scale
General Criteria for Good Evaluation	4 (3-point scale)	10-point scale		
Evaluation of the Project: Relevance		10-point scale	3 (5-point scale)	5-point scale
Evaluation of the Project: Effectiveness		10-point scale	2 (5-point scale)	5-point scale
Evaluation of the Project: Efficiency		10-point scale	2 (5-point scale)	5-point scale
Evaluation of the Project: Impact		10-point scale	3 (5-point scale)	5-point scale
Evaluation of the Project: Sustainability		10-point scale	5 (5-point scale)	5-point scale
Evaluation of the Project: Overall Evaluation		10-point scale		

Table 4-2 Secondary Evaluation Criteria

I.	Criterion:	The precondition for conducting appropriate evaluation was possible (Evaluability)
	Viewpoints:	Evaluability of the Initially prepared Project Design Matrix (PDM)
		Evaluability of Outputs, Project Purpose and Overall Goal
		Logic of Project Design
		Project Monitoring
II.	**Key Evaluation Criteria**	
1.	Criterion:	Evaluation Framework
	Viewpoints:	Time Frame of Evaluation Study
		Evaluation Team Composition—Impartiality and Specialty
		Level of Counterpart Participation
2.	Criterion:	Data Collection
	Viewpoints:	Evaluation Questions
		Appropriateness of Data Collection Methods and Data Sources
		Data/Information Sources
		Sufficiency of Data/Information Obtained
3.	Analysis/Evaluation	
3.1	Criterion:	Assessment of Performance
	Viewpoints:	Measurement of Results
		Examination of Project Implementation Process
		Examination of Causal Relationships —Logic of Project Design
		Examination of Causal Relationships —Before and After
3.2	Criterion:	Analysis
	Viewpoints:	Objectivity of Analysis
		Holistic Analysis
		Analysis of Promoting and Impeding Factors
3.3	Criterion:	Five Evaluation Criteria
	Viewpoints:	Relevance
		Effectiveness
		Efficiency
		Impact
		Sustainability
		Conclusion
4.	Criterion:	Recommendations/ Lessons Learned
	Viewpoints:	Relevance and Credibility of Recommendations
		Sufficiency of Recommendations
		Usability of Recommendations
		Relevance and Credibility of Lessons Learned
		Sufficiency of Lessons Learned
		Usability of Lessons Learned
5.	Criterion:	Reporting
	Viewpoints:	Presentation/Legibility and Clarity
		Utilization of Tables and Figures
		Presentation of Primary Data
III.	**Evaluation of the Project Based on the Report**	
1.	Criterion:	Relevance
	Viewpoints:	Validity
		Necessity
		Appropriate Approach
2.	Criterion:	Effectiveness
	Viewpoints:	Achievement Level of Project Purpose
		Causal Relationships between Outputs and Project Purpose
3.	Criterion:	Efficiency
	Viewpoints:	Cost-effectiveness
		Appropriate Implementation Process
4.	Criterion:	Impact
	Viewpoints:	Achievement Level of Overall Goal
		Causal Relationships between Project Purpose and Overall Goal
		Unintended Positive and Negative Impact
5.	Criterion:	Sustainability
	Viewpoints:	Mechanism of Securing Sustainability
		Level of Sustainability
		Organizational Sustainability
		Technological Sustainability
		Financial Sustainability

The evaluation viewpoints in fiscal 2005 are shown in Table 4-2 and Appendix 2. Analysis was made based on these evaluation viewpoints. Evaluation was made on the basis of the following five-point scale for rating both viewpoints and criteria.

5: Sufficient/high
4: Fairly sufficient/high
3: Average
2: Slightly insufficient/low
1: Insufficient/low

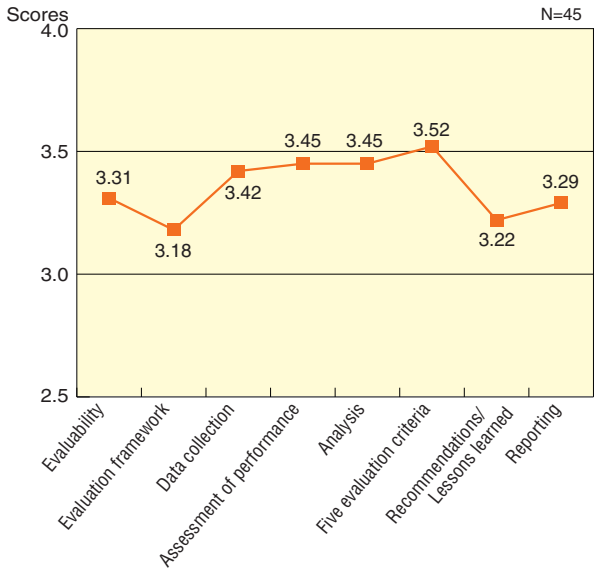
1-2 Quality and Challenges of Terminal Evaluation Examined through Reports

(1) Overview of Evaluation Results

The average scores for individual evaluation criteria of the 45 terminal evaluations conducted in fiscal 2003 and 2004 are shown in Figure 4-2. All the average scores are over 3.0 points and belong to the level of "average" or higher in the grading scale. The scores are relatively high for the criteria of "data collection" for evaluation, "assessment of performance" in analysis, and "analysis" methods and "five evaluation criteria" of DAC's five evaluation criteria; however, the average scores for "evaluation framework" concerning time frame and composition of study team and "recommendations/lessons learned" are slightly lower.

When looking at the distribution of scores by evaluation criterion, as shown in Figure 4-3, many are distributed between 2.5 and 4.49 and in particular the scores between 3.0 and 3.99 constitute a high proportion. However, the distribution exhibits different patterns depending on the evaluation criterion. The scores of "evaluability" range from 1.5 and 4.49 points and those for "five evaluation criteria" between 2.0 and 5.0, indicating a large variation of the quality of terminal evaluation. On the other hand,

Figure 4-2 Average Scores by Evaluation Criterion



"assessment of performance" ranges between 2.5 and 4.49 and "recommendations/lessons learned" between 2.0 and 3.99, with little variance. Most of the scores for "evaluation framework" are in the range of 3.0 to 3.49, with a few scores above 3.5, showing uneven distribution.

In summary, with regard to the quality of terminal evaluations of the target projects, many projects were given 3.0 points ("average") or higher and some were given 4 points ("good"); all the scores in evaluation criteria achieve a certain quality of "average" on average. However, few projects were given 4.0 points or higher in the criteria of "evaluation framework" and "recommendations/lessons learned," leading to lower average scores than other evaluation criteria.

(2) Evaluation Results by Criterion and Issues for the Improvement of Quality

In the secondary evaluation, the viewpoints of each evaluation criterion were rated, and qualitative evaluation information was collected in the form of comments of the evaluators that were written in the additional box on the sheet. We will discuss the current conditions and issues of the quality of terminal evaluation by criterion based on the evaluation results of scores for the viewpoints of each evaluation criterion and the comments from the evaluators. Figure 4-4 shows the average scores for viewpoints under each evaluation criterion as well as those for evaluation criteria.

a. Evaluability

Evaluability is a criterion to see whether an appropriate evaluation was possible or not. The average scores of the viewpoints under this criterion fall near 3.3 points, securing the "average" level, and they are not particularly high or low compared with those of the viewpoints under other evaluation criteria.

"Evaluability of the initially prepared project design matrix (PDM)" is a viewpoint to validate whether the initially prepared PDM was used for evaluation without much alteration, and whether the PDM used for evaluation was not drastically different from the PDM formulated at the planning stage (whether the project itself had to be drastically modified because of the changes in the project purpose and indicators of the project). Although the score related to PDM itself is satisfactory on average, there were cases where the details of project purpose and indicators did not agree with the partner country at the time of the launch of the project and where the PDM was not formulated by the time of

Figure 4-3 Distribution of Scores by Evaluation Criterion

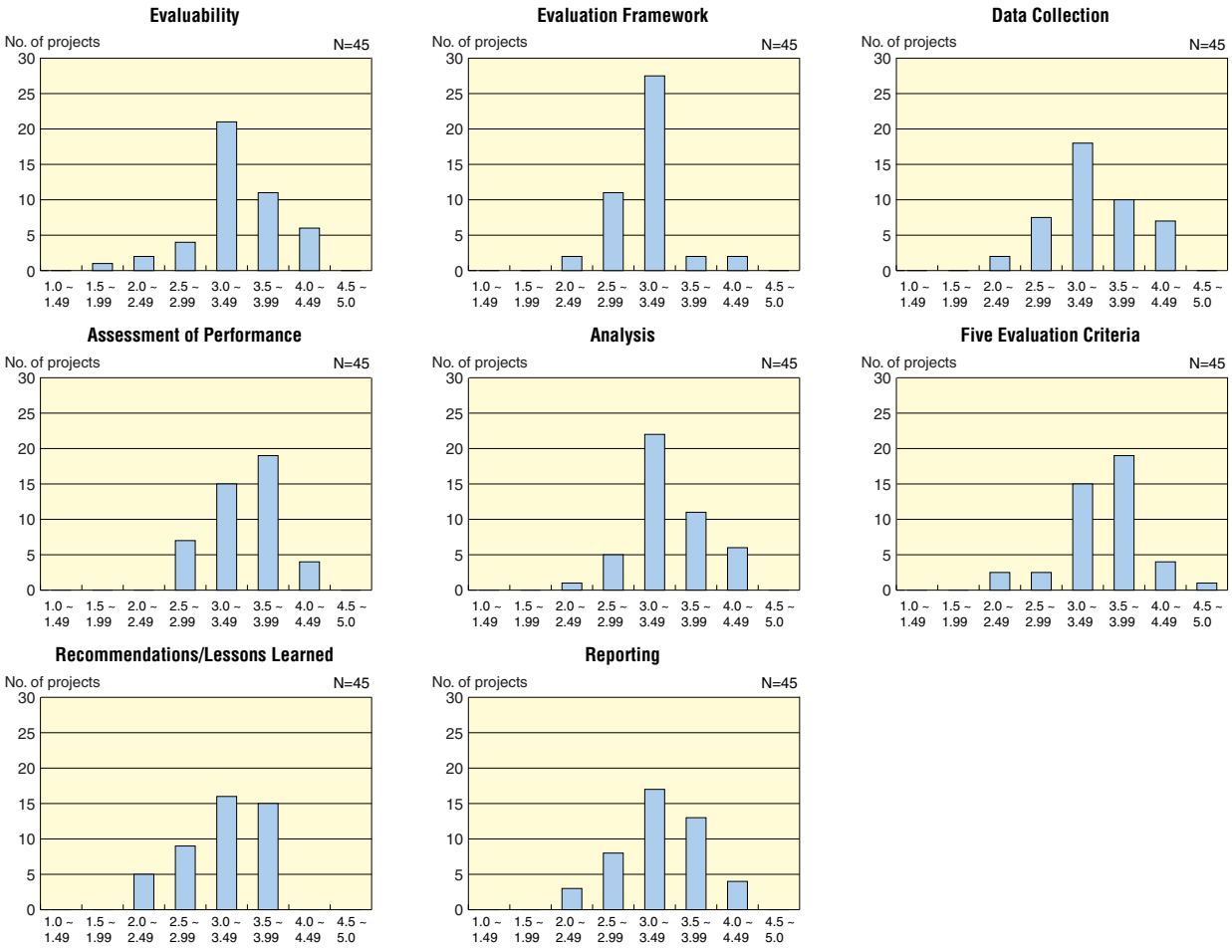
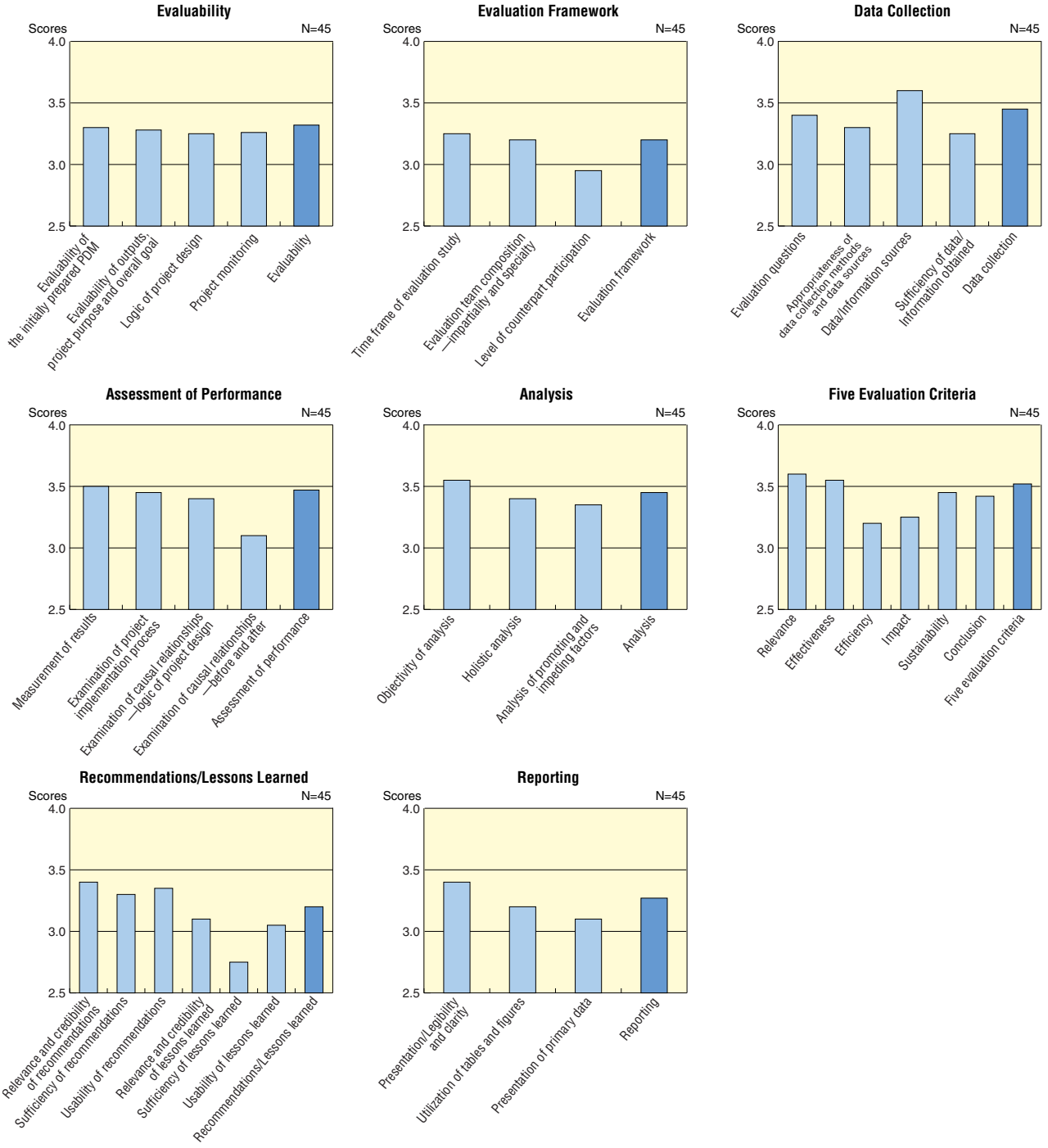


Figure 4-4 Average Scores for Viewpoints under Each Evaluation Criterion



terminal evaluation.

One project obtained high scores for "analysis" and "effectiveness" because the PDM was fully understood by all the counterparts, used as monitoring sheet for project activities, and helped in terminal evaluation. On the other hand, there is a project where the PDM was inadequately formulated; for example, indicators to measure the degree of achievement were not appropriate; there were discrepancies between the overall goal and project purpose; and logical flow from activities to the purpose was weak. It is important to set appropriate goal and purpose and develop a logical PDM in order to confirm the degree of achievement and improve the quality of evaluation.

b. Evaluation Framework

The average scores for the viewpoints of "time frame of evaluation study" and "evaluation team composition" under the criterion of evaluation framework are around 3.2, which is above the "average" level. However, the average score for "level of counterpart participation" failed to reach 3.0 points, which is lower than the scores of the viewpoints under other evaluation criteria.

As far as time frame of evaluation study is concerned, some evaluations spent only two to three days or less on data collection

according to the information from the evaluation report, which seems insufficient. In contract, there was a project where evaluation was conducted within an efficient time frame by distributing questionnaires in advance and having the advance team collect basic data from the questionnaires. In a project related to education, coinciding with the terminal evaluation, the final exam of the inaugural class took place. If the evaluation had been postponed to a later date, the exam results would have been made the indicators of outcomes and been effective to measure achievement of the project purpose. In such a case, in order to conduct useful evaluation, it is necessary to consider the timing of evaluation carefully.

Since terminal evaluation is internal evaluation, the evaluation team is more likely to consist of people concerned with the project implementing organization or Japan's supporting organizations. The participation of the supporting organizations can be an advantage in terms of specialty. In any case, since they are involved with the project, it is inevitable that neutrality may suffer. Although the report lists the organizations to which the evaluation team members belong, that alone does not specify profiles of their operations and specialties. Therefore, it is desirable to include not only the names of affiliations, but the areas of specialty as well as the relationships with the project.

The participation of the partner county in evaluation is essential not only for securing the feedback of evaluation results and capacity building of the partner country, but also for ensuring neutrality, impartiality and specialty of evaluation. Some projects succeeded in gaining sufficient participation of the partner countries by involving persons of the partner countries who are assumed to be in neutral positions or by holding comprehensive workshops including the counterpart. On the other hand, many projects are hard to judge in terms of how much the partner countries were involved in evaluation: specifically, whether evaluation was carried out jointly, or whether stakeholders of the partner countries were simply informed about the evaluation results. This resulted in the low score for the level of counterpart participation.

In terms of the level of counterpart participation, how much they are involved in designing the evaluation is critical. Evaluations used to be designed by Japanese consultants and presented to the counterpart to be agreed upon at the meeting. With more authority delegated to overseas offices, an increasing number of evaluations are designed jointly by overseas offices and partner countries. Although many reports refer to organizing a joint evaluation committee and both parties sign and exchange the joint statement of the evaluation results, it is still difficult to gauge from the reports how much or little the partner countries were involved in a series of evaluation processes, including evaluation design. In order to increase the participation of the partner countries and ensure neutrality and specialty at the same time, the report needs to clarify evaluators' specific relations with the projects and evaluation methods.

c. Data Collection

In the criterion of data collection, many projects collected data sufficiently and appropriately from a wide range of data sources thanks to a quite detailed and appropriate evaluation grid. In general, each viewpoint in data collection attained the level of above "average." The highest score is 3.6 points for "data/information sources." This is higher than the viewpoints in other evaluation criteria. Though "sufficiency of data/information obtained" scored nearly 3.3 on average and attained the level of above "average," it is still slightly lower than other viewpoints in the same criterion.

The viewpoint of "data/information sources" questions whether the sources of data/information (the locations of visits and identity of interviewees) were clarified and whether sufficient explanation concerning data sources (list of data sources and interviewees) was provided, which shows the objectivity of evaluation. The sources were shown appropriately as a whole, leading to high scores; however, some projects did not list the places of visits, interviewees, or data sources.

On the other hand, "sufficiency of data/information obtained" scored relatively low. This viewpoint questions whether the information collected was sufficient to conduct evaluation, whether sufficient data was gained to answer the evaluation questions based on the predetermined plan of information collection (evaluation grid), and whether necessary additional information was gathered for newly confronted questions during the evaluation process. Some projects with insufficient information were observed; for example, the interviewees were limited to the responsible parties of the counterpart and data collection from beneficiaries was required. Furthermore, several projects did not have or attach evaluation grids.

Evaluation questions should encompass not only indicators but also information necessary for comprehensive evaluation and should be established in such a way as to enable qualitative assessment of project purpose rather than be confined to quantitative data collection. Data should be collected to allow comprehensive and holistic evaluation in which alternative data sources are considered and used in case designated information becomes unavailable due to unexpected reasons.

d. Assessment of Performance

The average score of "measurement of results" is the highest at 3.5 points among the viewpoints in assessment of performance, and other two viewpoints, "examination of project implementation process," and "examination of causal relationships—logic of project design," exceed the level of "average." However, the average score of "examination of causal relationships—before and after" is 3.1 points and lower than other viewpoints here, though it is above the level of "average."

With respect to assessment of performance, one project used the activity progress sheet that lists goals to be achieved, imple-

mentation process and performance corresponding to the contents of activities, enabling the full understanding of causal relationships and clarifying reasons for delay in activities. Another project was evaluated with due account of influencing factors other than the project itself, such as impact of other projects, allowing sufficient assessment of performance and resulting in high evaluation scores. A low score was given to the viewpoint of "examination of causal relationships—before and after." This viewpoint questions whether the causal relationships were thoroughly examined to verify that effects for the beneficiaries have resulted from the project interventions through comparison of with/without and before/after. It was not rated high in the secondary evaluation of fiscal 2003 either. There were some projects that did not fully assess the contribution of projects. For example, although a comparison was made between before and after, analysis was not carried out to verify that the effects were brought about by the project implementation. Another example is that no data to support why it was concluded that improvements were made was provided. Many did not list the changes in important external assumptions.

e. Analysis

While "assessment of performance" evaluates the degree of assessment of facts, "analysis" evaluates the diversity and appropriateness of the methods. In other words, it is a viewpoint to see whether quantitative and qualitative analyses were both used and verification was properly performed.

All the viewpoints in analysis obtained above the "average" level, with the highest score of 3.5 points for "objectivity of analysis." The score of "analysis of promoting and impeding factors" was 3.3 points, which is lower than other viewpoints here. Nonetheless, it is still rather high compared with the viewpoints in other evaluation criteria.

Many projects adopted the evaluation analysis methods that are stipulated in the new evaluation guidelines of JICA and others, producing a convincing analysis. For example, one project made analysis with a combination of quantitative and qualitative data from a socioeconomic perspective. Other projects conducted analysis of impeding factors or objective analysis based on quantitative indicators. Another project performed comparisons with other countries and over-the-year comparisons. In addition, various forms of analyses were devised; for instance, quality information based on interviews and meetings were combined with numerical data such as the amount and timing of input by each analysis object; the obtained data were quantified as much as possible by rating the questionnaire results as a whole.

On the other hand, there were projects that did not clarify how the information on assessment of performance was analyzed to reach the conclusion, or did not carry out sufficient analysis of the factors which affected the outcome of the project. Some projects lacked objectivity and diversity because most of the analyses were based on the information from project stakeholders. Others lacked diversity since the collected data were not effectively used for analysis.

f. Five Evaluation Criteria

The scores for the "five evaluation criteria" are high in general. The highest score among the viewpoints was "relevance" with the average of 3.6 points, and the average scores for "effectiveness" and "sustainability" were both high with 3.4 points or higher. Though the scores for "efficiency" and "impact" were both above the level of "average," they are slightly low with the score for "efficiency" below 3.2 points.

"Efficiency" was rated the lowest in the secondary evaluation for fiscal 2003 as well. This viewpoint questions whether perspectives (comparison with other similar projects through cost analysis, cost-effectiveness analysis, etc.) are sufficiently covered. Many projects were not evaluated sufficiently from the perspective of cost-effectiveness, thus leading to the low score. In fact, many reports did not contain sufficient information concerning cost performance of projects. Without information about cost performance, it is impossible to perform cost accounting, as done in the private sector, and difficult to compare how much input is needed to calculate output. However, some projects are worth high praise for having considered the estimate of appropriate cost burden and the estimates of overall operating expense and benefits of project, together with appropriate input.

"Relevance" is a viewpoint that questions whether perspectives (validity and necessity of a project in light of needs of beneficiaries, consistency of policies, project implementation as an appropriate approach to problem solving, etc.) are sufficiently covered. Many projects summarized "relevance" well, but its evaluation was questionable in some projects. For example, the relevance of the support in the area was examined, but the relevance of long-term support for the same implementing organization and considerable input accompanied was not evaluated. The relevance of some projects was evaluated high even if logic was irrelevant to preconditions or overall goals. There was no mention about the relevance concerning urgency and importance of implementing the project.

The viewpoint of "effectiveness" verifies whether perspectives (achievement level of project purpose, causal relationships between outputs and project purpose, etc.) are sufficiently covered. Some projects evaluated the prospect that project purposes would be achieved by the end of the project even if no outcomes were generated at the time of terminal evaluation. If this conclusion has to be drawn, it is necessary to present the basis for the judgment of its effectiveness; otherwise, it is only be wishful thinking.

g. Recommendations/Lessons Learned

The average scores for the viewpoints concerning recom-

mendations, "relevance and credibility," "sufficiency" and "usability" are all above 3.3 points. The highest is "relevance and credibility" with 3.4 points. However, the average scores for the viewpoints concerning lessons learned are low in general. In particular, the average score for "sufficiency" is 2.8 points and this is the lowest among the viewpoints of all evaluation criteria. Lessons learned are key to the feedback of learning effect, which is one of the objectives of evaluation. The low scores for lessons learned mean that evaluation results may not be fully utilized.

Some projects provided specific, clear, and usable recommendations/lessons learned. Others did not fully reflect evaluation results, which clarified what to do for future improvement, or failed to incorporate what was mentioned in other chapters of the reports into recommendations/lessons learned. Also, some recommendations and lessons learned that could not be derived from evaluation results or lacked a clear basis were observed. As far as contents of recommendations are concerned, many of them were too general and had no specific references as to when and how to respond. Not many lessons learned were presented and they were too general in terms of content to actually serve as lessons. These points were the reasons for poor scores.

One project presented useful recommendations/lessons learned in the statement of the evaluation team leader, instead of in the section of recommendations/lessons learned. They must have been released as the statement of the leader since the agreement had not been reached with the partner country. Given that recommendations/lessons learned are useful for implementation of future similar projects, this may be a way to go about it when something is worth mentioning although it has yet to be agreed upon with the partner countries. However, further elaboration would be necessary as to the presentation.

h. Reporting

The overall rating of reporting is low. The average scores for "utilization of tables and figures" and "presentation of primary data" were below 3.3 points. Nonetheless, they were all above the level of "average."

Some reports are understandable as they were written simply and clearly using tables and figures to show basic data in the text or presenting project purposes and activities at the beginning of the text to make a flow of argument clear. On the other hand, other reports were too verbose and inconsistent with the argument to grasp the overall picture or so poorly structured that the readers needed to look in the appendix for the results. Quite a number of reports did not contain the primary data, such as the results of hearing or questionnaire surveys, which provide essential information to determine the achievement of goals. Since the objective of reporting is to clarify the results of project implementation, it is desirable to make it more understandable and readable.

(3) Examples of Good Quality Evaluation Reports and Poor Quality Evaluation Reports

The JICA Guidelines for Project Evaluation (March 2004) explains in detail important points to be considered for appropriate evaluation using specific cases with regard to key criteria such as evaluation framework, data collection, assessment of performance, analysis, five evaluation criteria, recommendations/lessons learned, and reporting. However, it is not easy to write a report that is easy to understand and high in quality. If some high quality reports of terminal evaluations are presented, these reports can serve as role models and help quality of other reports improve.

The quality of terminal evaluations was ranked according to the total scores for eight evaluation criteria: evaluability, evaluation framework, data collection, assessment of performance, analysis, five evaluation criteria, recommendations/lessons learned and reporting. The full score for each criterion is 5 points and the lowest is 1, thus making the possible total score 40 and the minimum 8. The "average" level is set to be 24 points. The top four evaluations and the worst four evaluations were selected with consideration given to the distribution of the total scores. None of the worst four evaluations achieved a total score of 24 points, being below the "average" level. The total scores for eight criteria of these eight evaluations are shown individually in Figure 4-5 and Figure 4-6. Table 4-3 shows the average scores and the differences in average scores for evaluation criteria of the top four and the worst four projects.

As clearly observed from Figure 4-5 and Table 4-3, the average scores for evaluation criteria of the top four projects are about 3.9 for "evaluability" and above 4.0 for "data collection," "assessment of performance," "analysis," "five evaluation criteria," and "reporting." In other words, the logical framework for setting goals was clear, data collection was appropriate and sufficient, the implementation process, performance, and effects of projects were fully examined, collected data were objectively analyzed from various aspects, and promoting and impeding factors to the onset of effects were analyzed. Furthermore, in evaluating five evaluation criteria, necessary points to be considered were covered and the reports were also clearly presented. All of these led to high ratings on the quality of terminal evaluations. On the other hand, the terminal evaluations with lowest total scores, contrary to the top evaluations, tend to have low scores on "evaluability," "data collection," "analysis," "five evaluation criteria," and "reporting."

In every evaluation criterion, the difference in the average scores between the top and worst four projects are statistically significant, and the top four projects are rated higher than the worst four. A large difference was found between the two groups in the average scores for "evaluability," "data collection," "assessment of performance," "analysis," "five evaluation criteria," and "reporting," indicating that these criteria are important factors

Figure 4-5 Top Four Terminal Evaluation Reports Rated as High Quality

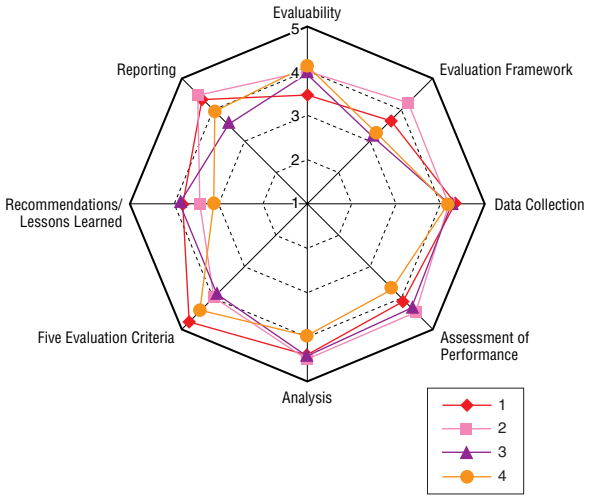
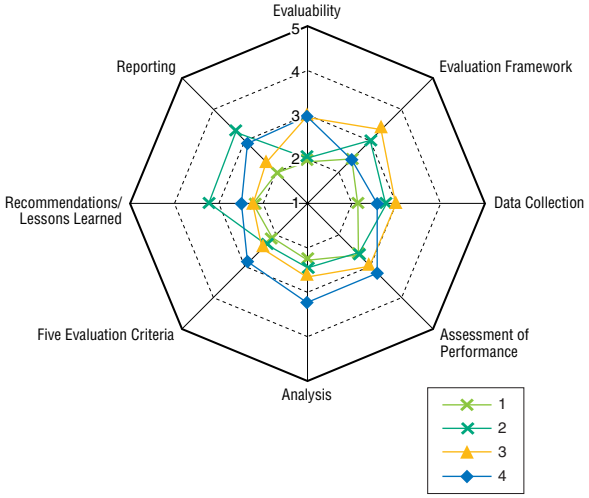


Figure 4-6 Worst Four Terminal Evaluation Reports Rated as Poor Quality



for evaluating the quality of reports.

The four evaluation reports rated as high quality are listed in Table 4-4, and those rated as poor quality in Table 4-5. The converted scores (out of five full scores) in the tables are the figures obtained by converting the total scores into five-scale ratings that correspond to the scores of each evaluation criterion.

The project whose terminal evaluation was rated the highest quality is the Maternal and Child Health Project in Cambodia (Phase 2). In Cambodia, not only medical facilities but also human resources were in a shambles due to a long-lasting civil war. To alleviate the situation, a project-type technical cooperation in the area of maternal and child health, which received little assistance from other aid agencies, was implemented from 1995 to 2000. After the termination of the project, the needs for improvement of maternal and child health services in rural areas was high, and the technical cooperation project was carried out with the purpose of human resource development for improving

Table 4-3 Average Scores of the Top Four and Worst Four Projects in the Total Scores

Evaluation Criteria	Average Scores		Difference in Average Scores
	Top four projects	Worst four projects	
Evaluability	3.89	2.53	1.36*
Evaluation Framework	3.59	2.77	0.81*
Data Collection	4.23	2.71	1.52**
Assessment of Performance	4.09	2.77	1.32**
Analysis	4.30	2.69	1.62**
Five Evaluation Criteria	4.22	2.51	1.71**
Recommendations/Lessons Learned	3.47	2.59	0.89*
Reporting	4.02	2.63	1.40**

* The difference in significance level between the top and worst four projects is 5% on average.
** The difference in significance level between the top and worst four projects is 1% on average.

maternal and child health. The project improved the quality of the National Maternal and Child Health Center and regional hospitals and developed leading medical professionals with appropriate knowledge and skills through training for doctors and midwives to establish a regional health system. As a result, support services were made available for other hospitals and the training program was accredited as a national training course by the Ministry of Health.

As the Ministry of Health instructed to implement a system for charging medical fees, which was first launched by this project, this system has spread throughout the country, generating institutional impact of the project.

The quality of the terminal evaluation of this project was determined to be high for the following reasons. Despite the drawback of indicators not being quantified, the framework of the project was clear and the alternative indicators were available to enable assessment. Data were collected from various sources and aspects, appropriate analyses were conducted from various perspectives and the reasoning was easy to follow.

The project whose terminal evaluation was rated the poorest in quality is the Project of Haraz Agricultural Human Resources Development Center in Iran. It is a technical cooperation project that worked to nurture engineers and provide education for farmers for the purpose of disseminating modern rice farming technology in the rice-producing areas along the Caspian coast. This project renovated and used the facility developed by the Haraz River Basin Agricultural Development Project, which ended in fiscal 1996, as the Haraz Agricultural Human Resources Development Center. It aimed to reinforce and improve the engineer training function of the Haraz Agricultural Human Resources Development Center. Fifty-two out of 59 courses scheduled kicked off, and 569 engineers, skilled workers, and leading farmers were enrolled as trainees (1,400 people capacity). However, at the time of the evaluation, the training center was not finished, training was not in full swing, and the development of teaching

materials was incomplete.

The following are the reasons why the quality of the terminal evaluation was poor. First, there was a defect in the reasoning of PDM represented by irrelevant relationships between project purpose and outputs. Without an evaluation grid, no data from beneficiaries were collected and no representative of the counterpart was interviewed; consequently data collection for analysis was insufficient. As for analysis, promoting and impeding factors were not fully analyzed. With regard to relevance, the consistency with Japan's aid policies was not touched upon. Effectiveness and efficiency were assessed high, which appeared unlikely from the analysis results due to the fact the training center and teaching materials had not been completed.

(4) Year-to-Year Changes in the Quality of Evaluation

We have thus far examined the quality of evaluation targeting 45 terminal evaluations in fiscal 2003 and fiscal 2004. In the last fiscal year, secondary evaluation of terminal evaluations were carried out for 38 projects in fiscal 2002 and 10 projects in fiscal 2003. Now, we will take a look at how the quality of terminal evaluation has changed over the years.

This year's secondary evaluators are different from those of last year. The evaluation criteria are the same but the viewpoints are somewhat different. From this, it is assumed that evaluation standards might be different, and it would not be possible to conduct year-to-year comparisons as they are. In addition, the rating system of evaluation criteria was based on a scale of 10 last year, but 5 this year. Thus, using the evaluation results of projects that were evaluated in both years, the evaluation scores of last year were converted to the standards of this year so that the evaluation standards would be the same, and then, a comparison analysis was performed.

In this way, the average scores of 38 projects in 2002 and 38 in 2003 and 17 in 2004 were obtained by evaluation criterion, and they are shown in Figure 4-7 and Table 4-6. Looking at any changes in the scores between fiscal 2002 and fiscal 2003 to see if the average scores have improved year to year, it is found that the difference in the average scores is quite small or even negligible. When comparisons are made between fiscal 2002 and fiscal 2004, the average scores of 2004 increased significantly for "evaluatability," "data collection," "assessment of performance," "analysis," "five evaluation criteria," and "reporting" from the statistical point of view. When comparisons are made between fiscal 2003 and fiscal 2004, the average scores of 2004 increased significantly for "data collection," "assessment of performance," "analysis," and "five evaluation criteria."

From above, it is fair to conclude that in fiscal 2004 the quality of terminal evaluation improved in all the evaluation criteria except "evaluation framework" and "recommendations/lessons learned."

Next, we will look at changes in distribution of the scores in each evaluation criterion. Figure 4-8 shows the percentage of reports with scores between 1.0 and 1.9, between 2.0 and 2.9, between 3.0 and 3.9, and between 4.0 and 5.0 in each evaluation criterion. From the figure, in fiscal 2004 the percentage of the reports with scores between 1.0 and 1.9 and between 2.0 and 2.9 decreased, while the percentage of reports with "average" rating and those with scores between 4.0 and 5.0 increased, indicating an improvement in the quality of terminal evaluation for fiscal 2004 compared with that for 2002 and 2003. In the criterion of "evaluation framework," there was no significant difference in average scores between fiscal years. The percentage of the scores between 3.0 and 3.9, and between 4.0 and 5.0 increased in fiscal 2004 in comparison with 2002 and 2003, while that of scores between 2.0 and 2.9 decreased, suggesting an improvement in the quality of terminal evaluation of 2004.

Table 4-4 Good Quality Terminal Evaluations

Country	Project Title	Total Score	Converted Score (out of five points)	Fiscal Year
1 Cambodia	Maternal and Child Health Project (Phase 2)	32.8	4.11	2004
2 Thailand	Reforestation and Extension Project in the Northeast of Thailand (Phase 2)	32.6	4.08	2004
3 Argentina	Regional Geological Mapping with Advanced Satellite Data	31.1	3.88	2004
4 Ethiopia	Laboratory Support for Polio Eradication: LAST Polio Project	30.6	3.83	2003

Table 4-5 Poor Quality Terminal Evaluations

Country	Project Title	Total Score	Converted Score (out of five points)	Fiscal Year
1 Iran	Project of Haraz Agricultural Human Resources Development Center	17.9	2.24	2003
2 Zambia	Technical and Vocational Training Improvement Project (Aftercare)	22.0	2.75	2003
3 China	Enhancement of Agricultural Extension System Project	22.0	2.75	2003
4 Cambodia	Improvement of the Survey and Forecast System on Meteorology and Agro-meteorolog	22.8	2.85	2003

Figure 4-7 Year-to-Year Changes in the Quality of Evaluations (Average Scores)

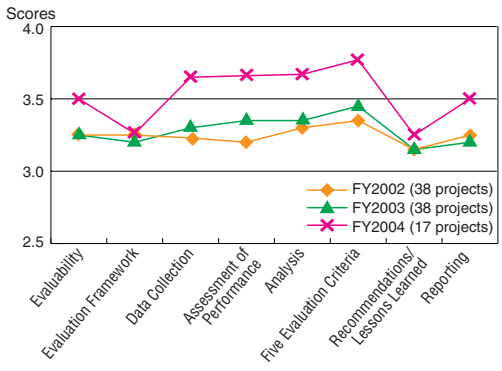
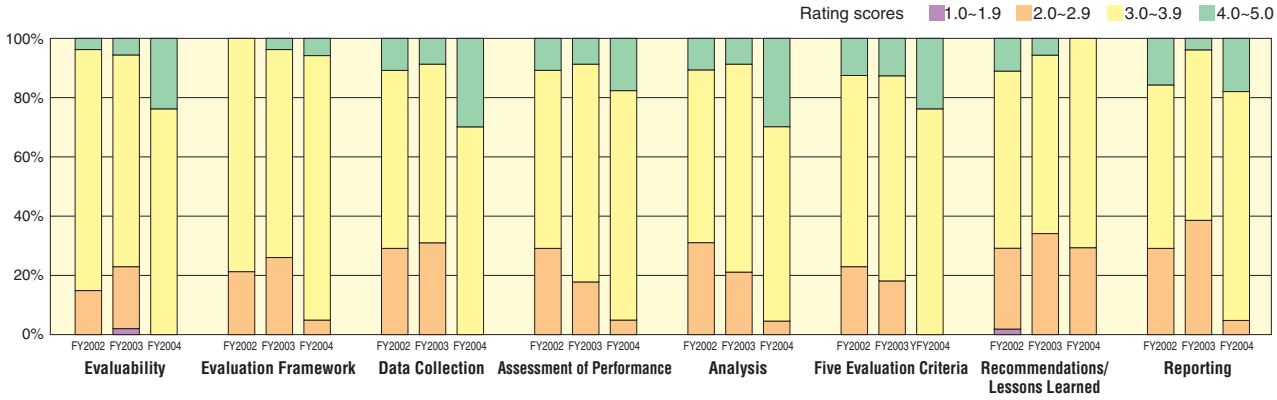


Table 4-6 Year-to-Year Changes in the Quality of Evaluations

Evaluation criteria	Average scores			Difference in the average between years		
	FY2002(A)	FY2003(B)	FY2004(C)	(B)-(A)	(C)-(A)	(C)-(B)
I Preconditions for Conducting Appropriate Evaluation						
Evaluability	3.26	3.17	3.51	– 0.09	0.25*	0.34
II Key Evaluation Criteria						
Evaluation Framework	3.26	3.14	3.29	– 0.13	0.03	0.16
Data Collection	3.26	3.25	3.64	0.00	0.38**	0.39**
Assessment of Performance	3.22	3.34	3.66	0.12	0.44*	0.32**
Analysis	3.30	3.28	3.67	– 0.02	0.38*	0.39*
Five Evaluation Criteria	3.37	3.36	3.78	0.00	0.41**	0.41**
Recommendations/Lessons Learned	3.16	3.15	3.27	0.00	0.12	0.12
Reporting	3.29	3.12	3.51	– 0.16	0.22*	0.39

* The difference in significance level between the scores in fiscal years is 5% on average.
** The difference in significance level between the scores in fiscal years is 1% on average.

Figure 4-8 Transition of the Quality of Terminal Evaluations over the Years (Distribution of Scores)



(5) Improving Primary Evaluation

■ Role of Terminal Evaluation

The main objectives of terminal evaluation are to accurately measure the degree of achievement of the goals and to obtain recommendations and lessons learned by considering future support systems through the verification of an implementation system in the partner country. However, some reports just listed justifications or excuses for terminating or continuing cooperation as the conclusions of terminal evaluation.

In some cases, termination of a project is decided because it generated remarkable outcome based on the reasonable result of terminal evaluation. In other cases, termination of a project is decided because it did not generate expected outcome, and the cooperation approach is to be reexamined. There may be a case where it takes time for outcomes to be evident even though the cooperation approach is appropriate. In such a case, it is not wise to terminate the cooperation. For that reason, one may justifiably conclude that the project should continue.

In any case, such decisions should be made after evaluation results are released. The writing of the report itself should be limited to the evaluation results of the evaluators and the presentation of recommendations based on the results.

■ Viewpoint for Assessment of Impact

Since terminal evaluation is conducted several months prior to the actual termination of a project, it seems to be a viable approach to evaluate the degree of achievement of the purpose, relevance, and efficiency, and to compile recommendations about sustainability through the assessment of the implementation system of the partner country. However, in most cases, the impact of the project would be limited to the prediction as to how much impact (positive/negative) would be brought about in the future. Even in that case, it is necessary to discover an impact, however small it may be, to present the basis for the prediction and to increase the credibility, instead of presenting wishful thinking.

■ Timing of Terminal Evaluation

The last six months or so of a project is the time to finalize various activities. One may argue that a pursuit of the direction of finishing is a hidden objective of terminal evaluation. It does not mean that it is inappropriate; however, if the objective is different, the direction of evaluation is different, too. Therefore, it is essential to clarify the objective of terminal evaluation when determining the timing of terminal evaluation.

■ Survey on Beneficiaries

When collecting data, some survey targets (questionnaire surveys, interviews, etc) were extremely limited to a small group of people, such as counterpart members of the implementing organizations and trainees. In order to verify relevance and the

project implementation process, it is important to extend the data sources from the policy-making level to beneficiaries and the people in the vicinity.

■ Understanding Important External Assumptions

It is necessary to improve the understanding of items listed as important external assumptions. When analyzing the effectiveness of a project, confirmation of the degree of achievement of the purpose alone is not enough. In order to determine how much the project itself has contributed to the achievement of the purpose, it is inevitable to fully understand internal and external factors that may greatly influence the outcome of the project.

■ How to Write a Report

It is necessary to present guidelines for writing a report. The recommended style is that a report should start with a summary that can be understood by the general public, followed by the main text, and raw data should be attached at the end. Some efforts to simplify the report were observed; however, in some reports, the same sentences were repeated in the executive summary, the text, and conclusion. In many reports, the statement in the text simply says that the quality of trainees improved, giving no basis for that statement, and one needs to look into the evaluation grid to find the details (in some cases, the details are still unclear from the evaluation grid). It is better to present more detailed description in the text, such as data indicating the basis for important items. In fact, in some cases, a field survey report from consultants presented as an appendix explained more clearly about the conditions and was more interesting. The basis for a judgment should be furnished and data should be attached at the end.

Some reports contained a large number of supplementary documents while the text itself was short. Many documents were not referred to in the text, and therefore thought to be unnecessary. It is not always a waste to include such documents, because, otherwise, they could be dispersed and lost. However, they have little to do with the evaluation or analysis, and therefore, it would be better to exclude a line-up of facts and lists (the counterpart's schedule of a trip to Japan, list of equipment, etc.) from the report, and include them only in a CD-ROM.

What is most important about the report is that it be understandable to non-experts. Particularly in an area like basic research and medicine, when an achievement is made in an experiment, it would be understandable for non-experts if an explanation is given as to how much impact the achievement has from a broader perspective; for example, success in the cultivation of a microorganism would be the first step to the development of a drug for early detection of a disease. It will be more understandable if the report states how long it would take to actually develop the drug from the cultivated microorganism.

(6) Summary of the Quality of Primary Evaluation

The quality of terminal evaluation satisfies a certain level; however, the scores for "evaluation framework" and "recommendations/lessons learned" are lower than those for other criteria. First, the participation of partner countries in evaluation is rated low. This seems to be because the participation of the partner country at the time of evaluation was vague, and the report does not clarify this point. In order to improve the quality of evaluation, it is necessary to increase the participation of partner countries and stipulate the participants' relationships with the project and evaluation method in the report to ensure neutrality and specialty of evaluation participants.

It was found that "recommendations/lessons learned" were not fully extracted from the results of analysis. Some of the statements of the team leader contain useful recommendations/lessons learned. Since recommendations/lessons learned are useful for improving the effect of projects when implementing similar projects in the future, it is necessary to devise a way to deal with the recommendations/lessons learned that have not been agreed upon with the partner countries.

According to the analyses thus far, the quality of evaluation results have improved over the years. In particular, the difference is large between the projects evaluated in fiscal 2003 and the projects in fiscal 2004. One of the reasons may be that the JICA Guidelines for Project Evaluation were drastically revised in February 2004 based on the secondary evaluation of fiscal 2003 and the efforts to improve the quality of primary evaluation were made in line with the new guidelines. Due to progress in field based management, the evaluation system is also undergoing institutional change, in which more evaluations are conducted at overseas offices. The fact that the new evaluation guidelines have contributed to the improvement of the quality of evaluation indicates the feedback of the secondary evaluation results is effective for improving the quality of primary evaluation. Moreover, ex-ante evaluation was introduced in fiscal 2001, and among projects which went through ex-ante evaluation the terminal evaluations for three-year projects were conducted in fiscal 2004. Thus, the introduction of ex-ante evaluation may have had some impact on the quality improvement. Nonetheless, there are only two cases of such evaluation in this year's analysis, and the effects of ex-ante evaluation on the improvement of quality of terminal evaluation need to be further investigated next year.

Furthermore, JICA, in order to improve the quality of terminal evaluation, established the JICA Good Practice Evaluation Award in fiscal 2004 to recognize those evaluations that serve as a model for other projects, and this award uses the secondary evaluation results. It is of particular significance now that it is apparent that the secondary evaluation results can contribute to the quality of evaluation by combining the advantages of both external and internal evaluations.

1-3 Project Evaluation by Secondary Evaluators Based on Terminal Evaluation Reports

(1) Summary of the Secondary Evaluation of Projects

We conducted secondary evaluation on 28 projects evaluated in fiscal 2003 and 17 projects evaluated in fiscal 2004 using the terminal evaluation reports from the perspective of the DAC Evaluation Criteria. Figure 4-9 shows the result of the project evaluation gleaned from the reports by the secondary evaluators.

All the average scores for the projects are in the 3-point range, being above the level of "average." Among the five evaluation criteria, the average scores for "relevance" and "effectiveness" are high with 3.6 points and 3.5 points, respectively, while the average scores for "efficiency," "impact," and "sustainability" are relatively low with around 3.2 points.

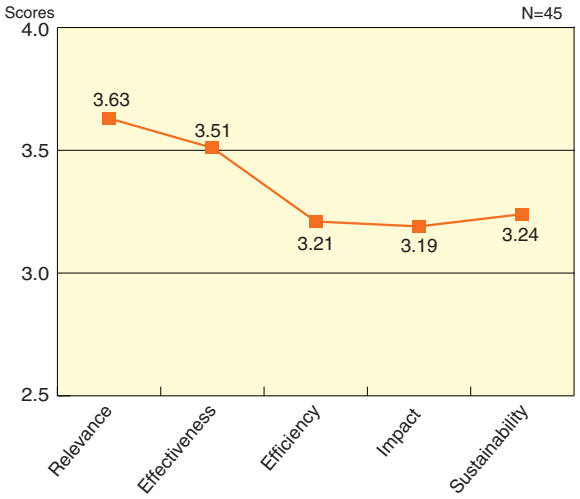
Figure 4-10 shows the distribution of scores for the projects' evaluation. According to the distribution, scores are clustered around the range of 3.0 to 3.9 points for every criterion. Most of the scores for "relevance" are 3.5 points or higher and none are below 2.5 points. The scores for "efficiency" and "impact" are clustered in the range of 2.5 to 3.9, and the rating is rather low. The variances of the scores for "effectiveness" and "sustainability" are large. Most scores for "effectiveness" fall in the range between 3.0 and 3.9, with a few points above 4.5. Most scores for "sustainability" are below 3.0; some are above 4.0, while some are below 2.0, showing low ratings.

Additionally, we conducted secondary evaluation from various viewpoints for each evaluation criterion based on the information obtained from the reports. Figure 4-11 shows the average scores for the viewpoints. The scores for all the viewpoints under the criterion of "relevance" are generally high. Among them, the average score for "validity" is the highest with 3.8, indicating a high relevance with respect to project implementation. "Appropriate approach," which is concerned with project design, was rated the lowest, but the average score of 3.4 is still high compared with viewpoints in other criteria.

In the criterion of "effectiveness," "achievement level of project purpose" received a higher average score than "causal relationships between outputs and project purpose." In the criterion of "efficiency", the average score for "appropriate implementation process" is higher than that for "cost-effectiveness" which determines if efforts were made to achieve more outcomes with lower costs.

In the criterion of "impact", the average scores for "achievement level of overall goal," "causal relationships between project purpose and overall goal," and "unintended positive and negative impact" are more or less the same. Among the five viewpoints of "sustainability," "organizational sustainability," which is associated with the organizational strength to ensure sustainability, scored the highest points, whereas the average score for "financial sustainability," which is related to financial capacity to ensure sustainability, scored the lowest. All the average scores for the viewpoints are above 3.0 points except for "financial sustainability," which scored below 3.0.

Figure 4-9 Project Evaluation by Secondary Evaluators



(2) Evaluation of Projects by Fiscal Year, Region, and Sector

1) Evaluation by Fiscal Year

Figure 4-12 shows the year-to-year change in average scores; in other words, how the project evaluation has changed over the years. Table 4-7 shows the result of statistical analysis to examine if the average scores are different by fiscal year. As clearly shown in Figure 4-12 and Table 4-7, the average scores for fiscal 2004 in every evaluation criterion are higher than those for fiscal 2002 and fiscal 2003, suggesting that projects are improving, though the judgment was based on limited information available in the reports.

2) Evaluation by Sector

Next, we will take a look at project evaluation by sector. The evaluation targeted 15 projects in the sector of health and medical care, 10 in social development, 10 in agricultural development, three in mining and industrial development, and seven in forest and natural environment. The projects in health and medical care include medical education, strengthening of regional health, and improvement of medical technology at hospitals. The projects in social development include regional development, vocational training and improvement of marine education. The projects in agricultural development include irrigation technology, agricultural technology development, and productivity improvement. The projects in mining and industrial development include electricity technology, casting technology, and industrial water technology development. The projects in forestry and natural

Figure 4-10 Distribution of Evaluation Scores for Projects by Secondary Evaluators

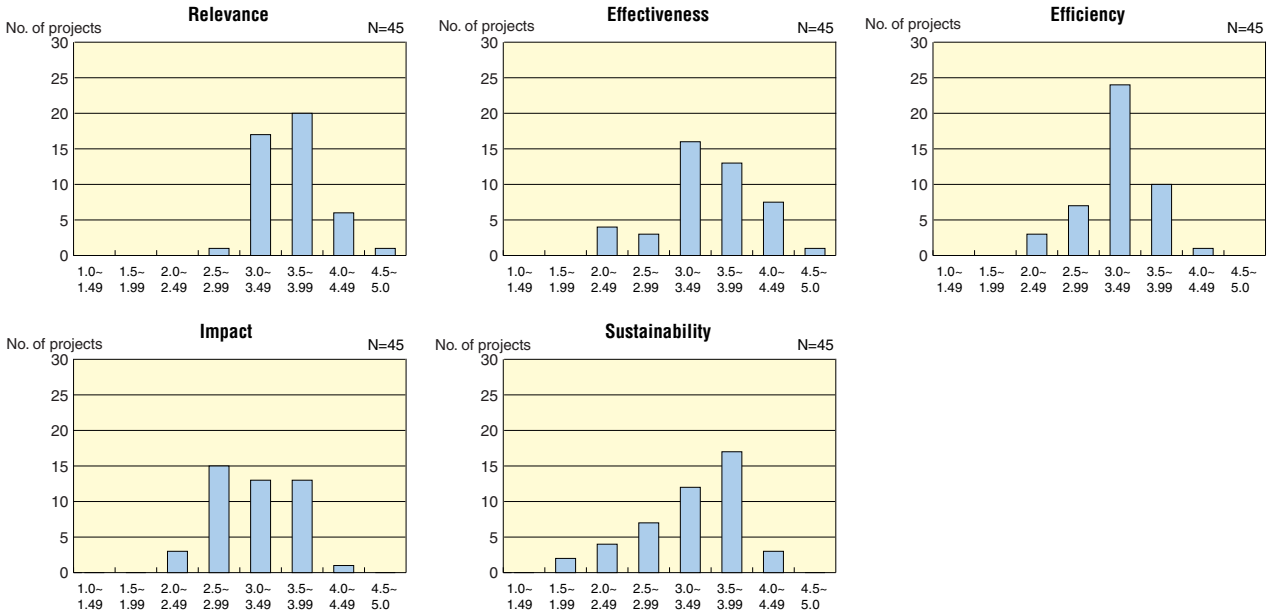


Figure 4-11 Project Evaluation by Secondary Evaluators: Viewpoints (Average Scores)

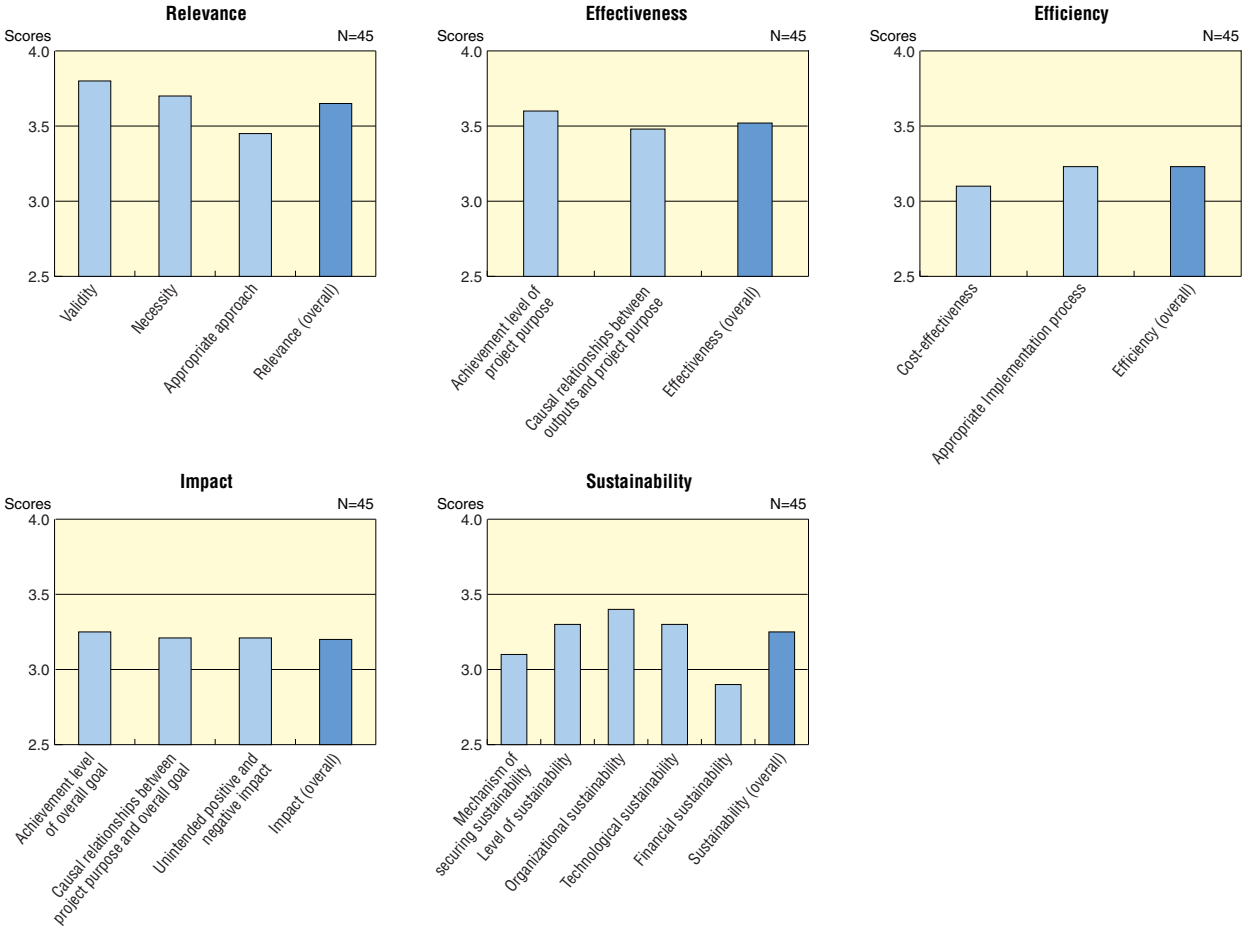


Figure 4-12 Year-to-Year Changes for Project Evaluation by Secondary Evaluators (Average Score)

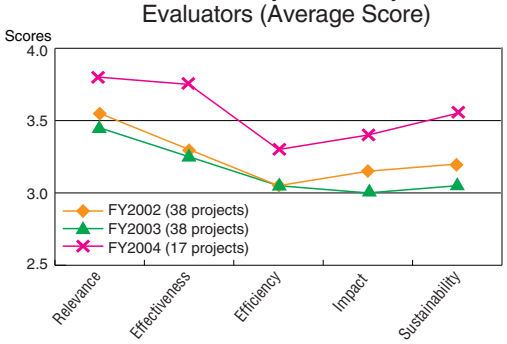


Table 4-7 Year-to-Year Changes for Project Evaluation by Secondary Evaluators

	Average Score			Difference in Average Scores		
Evaluation Criteria	FY2002(A)	FY2003(B)	FY2004(C)	(B)-(A)	(C)-(A)	(C)-(B)
Relevance	3.53	3.46	3.85	– 0.08	0.31**	0.39*
Effectiveness	3.34	3.28	3.75	– 0.06	0.41**	0.47*
Efficiency	3.07	3.08	3.36	0.00	0.28*	0.28*
Impact	3.11	3.00	3.44	– 0.11	0.33**	0.44*
Sustainability	3.17	3.05	3.53	– 0.12	0.35**	0.47*

* The difference in significance level between the scores in fiscal years is 5% on average.
** The difference in significance level between the scores of fiscal years is 1% on average.

environment include aquaculture promotion, environmental conservation, forestry study, and forestation.

Figure 4-13 shows the project evaluation by sector. Though the number of projects varies by sector, the evaluation results exhibit differences by sector. Although there is no statistically significant difference, the average scores for the mining and industrial development sector tend to be generally higher than that for other sectors in every criterion and the average of the agricultural development sector tend to be lower. With respect to "impact," there is a statistically significant difference between the average scores for the mining and industrial sector and the agricultural development sector, and the mining and industrial sector was rated high because more impacts had been identified in the mining and industrial sector than the agricultural development sector. In the agricultural development sector, the average score for "sustainability" is below "average" with 2.9 points.

The reasons why the ratings for the agricultural development sector are low and those for the mining and industrial sector are high may be attributed to the nature of cooperation. In specific terms, many projects in the agricultural development sector are provided over the long-term, are hard to focus on, and take a long time to achieve the goal, whereas those in the mining and industrial sector can achieve objectives in a relatively short period of time.

All three projects in the mining and industrial sector received the average score of 3.0 points or higher. Regional Geologic Mapping with Advanced Satellite Sensors in Argentina was a technical cooperation project aimed at facilitating geological mapping by advanced satellite data processing and analysis technology and introducing necessary equipment and software. Using such data as ASTER or PALSAR, precise geological and thematic mappings were constructed, and furthermore, due to increased interests in the use of ASTER data in the areas such as mine resource development and oil development, orders for its graphic images came in. The average scores for this project received high ratings: "relevance," "effectiveness," and "impact" are 4.0 points or higher, "efficiency" and "sustainability" are 3.7 points or higher.

The evaluation on projects in the agricultural development sector varies. The Joint Study on Biological Control of Soil-borne Plant Diseases in Argentina aimed to develop biological control method against soil-borne plant infectious diseases and as a result, developed two types of very effective comprehensive control methods. Improvement of Productivity for the Small-scale Dairy Farmers Project in the Republic of Chile established a training center to improve the productivity of small-scale dairy farms and support engineers and farmers to acquire and utilize knowledge and skills for dairy farming production. The average scores for the evaluation criteria of these two projects are 3.3 points or higher, many of which are 3.6 or higher and those for "relevance" and "effectiveness" are above 4 points. On the other hand, the Project of Haraz Agricultural Human Resources Development Center in Iran received the scores for all the criteria between 2.0 and 2.9 on average. Promotion of Sustainable Community Based Small-holder Irrigation in Kenya was carried out with the purpose of stabilizing agricultural production through the development of small-scale irrigation initiated by the farm community. This project, which was low in efficiency and feasibility due to insufficient input, was given 3.1 points for "relevance", but the scores for "effectiveness" and "impact" are between 2.0 and 2.9 and those for "efficiency" and "sustainability" are between 1.0 and 1.9. The average scores for other projects with low ratings were in the 2-point range for "effectiveness," "efficiency," "impact," and "sustainability."

3) Evaluation by Region

The number of projects subject to the secondary evaluation is 25 in Asia and Oceania, which is the largest, followed by nine in Latin America, eight in Africa, and three in Middle East. Figure 4-14 shows the outcomes of projects by region. The number of projects in regions other than Asia and Oceania is small, and no projects evaluated in 2004 are included in Africa; there are some differences in the situations by region.

Statistically significant differences were observed between regions. The average scores of Middle East for "relevance," "effectiveness," and "efficiency" are lower than those of Latin America and Asia and Oceania. The average scores for "efficiency" in Middle East and Africa are between 2.0 and 2.9, which

Figure 4-13 Evaluation by Sector (Average)

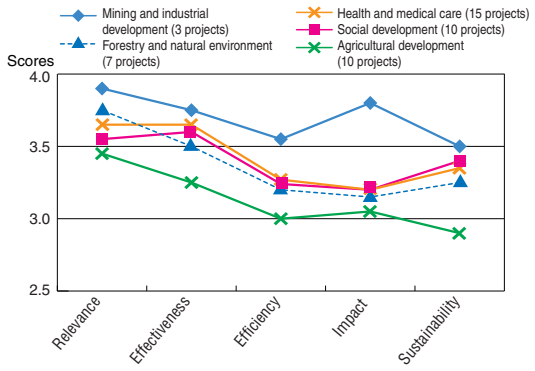
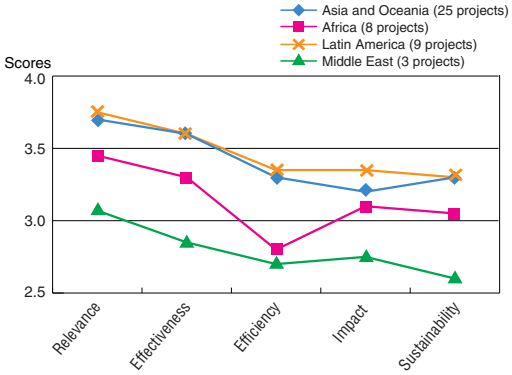


Figure 4-14 Evaluation by Region (Average)



are lower than those in Latin America and Asia and Oceania. In general, the average scores in Middle East tend to be lower than in other regions, with the scores for four criteria except "relevance" between 2.0 and 2.9. The projects in Middle East are: the Project on Improvement of Maritime Education in Turkey, the Tuberculosis Control Project (Phase 3) in Yemen, and the Project of Haraz Agricultural Human Resources Development Center in Iran. The average scores of the Project of Haraz Agricultural Human Resources Development Center in Iran are between 2.0 and 2.9 in all evaluation criteria, and those for "effectiveness" and "efficiency" are relatively low with 2.3 points or lower. In the Project on Improvement of Maritime Education in Turkey, technical cooperation was provided to establish a maritime education system that satisfies international standards and to train sailors. As a result, the organizational capacity for the operation of educational equipment and designing and implementation of training content improved to some extent, but some equipment was not used effectively. The average scores for "relevance" and "effectiveness" of this project are 3.0 points, "efficiency" and "impact" are 2.7 or higher; however, the average score for "sustainability" is low with 2.3 points. The Tuberculosis Control Project (Phase 3) in Yemen carried out the national tuberculosis control programs throughout the country and the area covered by this project expanded to 98% of the country; however, one step was away from achieving a success rate of treatment. The average scores for "relevance," "effectiveness," "efficiency," and "impact" in this project are between 3.0 and 3.9, but the average score for "sustainability" is 2.9 points.

(3) Overall Evaluation by Secondary Evaluators

Based on the aggregates of scores for the five evaluation criteria, which the secondary evaluators gave by judging from the reports (5 to 25 points), the projects were classified into four categories: excellent (20 points or higher), good (15-19 points), poor (10-14 points) and very poor (5-9 points). Figure 4-15 shows the percentage of each category in every fiscal year.

In fiscal 2002, there are some projects in the category of "very poor," but there are none in that category in fiscal 2003 and fiscal 2004. In fiscal 2004, fewer projects are "poor" and the percentage of "excellent" increased. It is suggested that many projects in fiscal 2004 are successful, although not definite, since the projects subject to the secondary evaluation in fiscal 2004 are just a part of all the projects implemented in fiscal 2004.

Among 45 projects subject to the evaluation of fiscal 2003 and 2004, four projects with high scores of 20 points or higher for five evaluation criteria and four projects with low scores of 13 points or lower were selected and are shown in Figure 4-16 and Figure 4-17. All the four projects with high scores are those in fiscal 2004. The lowest total score of the projects in fiscal 2004 is 14 points (see Table 4-10). All the four projects with low scores are those in fiscal 2003. Table 4-8 shows the difference in the averages scores between the four projects with high total scores and the four with low total scores. There is statistically significant difference between the two groups in each evaluation criterion.

As clear from Figures 4-16 and 4-17 and Table 4-8, among five evaluation criteria, the projects with high total scores received high points for "relevance," "effectiveness," and "sustainability" with the average score of 4.1 or higher; in particular, "effectiveness" received the highest score. Although "efficiency" is less than 4.0, there is little variance among the projects. The projects with low total scores received relatively high points for "relevance" and "impact." However, the difference between the two groups shows that there is a large difference in the average scores for "effectiveness," "efficiency," and "sustainability." From these results, it is believed that efficiently implemented projects with a

Figure 4-15 Overall Project Evaluation by the Secondary Evaluators

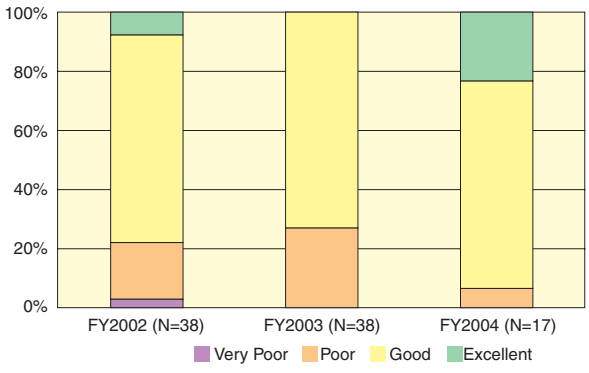


Figure 4-16 Top Four Projects

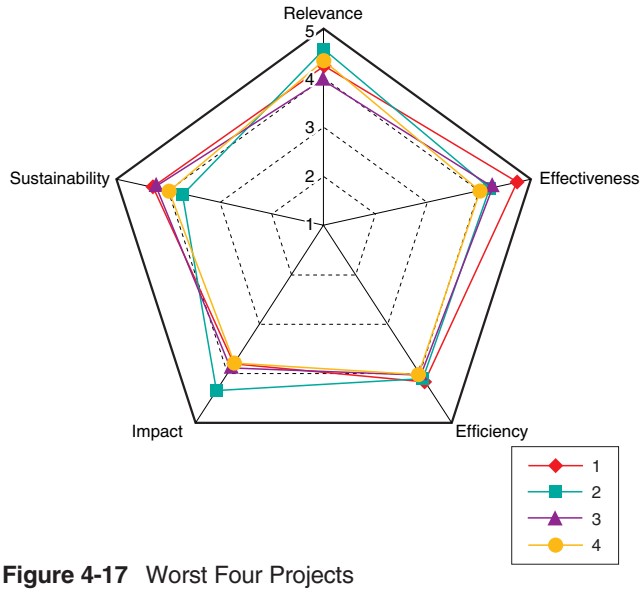
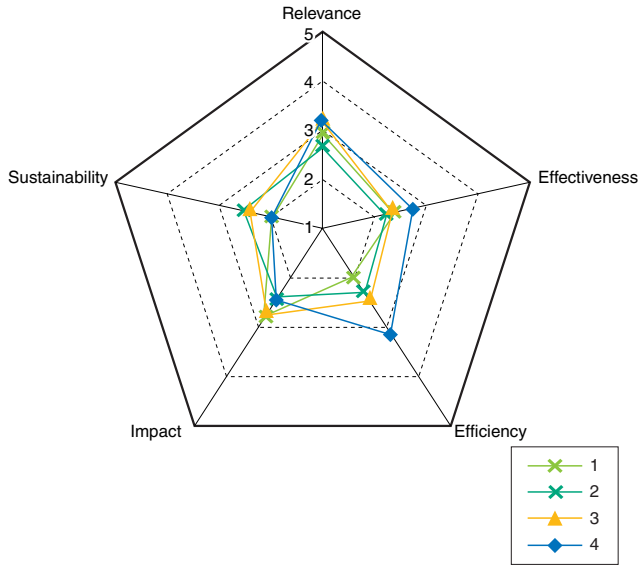


Figure 4-17 Worst Four Projects



high level of goal achievement and high sustainability promises high evaluation.

So what happened between fiscal 2003 and fiscal 2004? The PCM method, for instance, was introduced in fiscal 1996, but the position of PDM was not clearly defined and no flexible modification was made at the implementation stage until fiscal 2002. Through the revision and dissemination of the Evaluation Guidelines, the PDM has been modified since fiscal 2003, along with the changes in project planning.

With respect to PDM, many of the projects that terminated by fiscal 2002 formulated a revised version of PDM, or PDMe, at the final stage of the project and conducted evaluation. Since the revised Evaluation Guidelines clearly refer to flexibility of the PDM, the stakeholders renewed their awareness and the number of PDM, which is revised accordingly during the project, is on the rise. This would increase evaluability and eventually lead to the improvement of the assessment of results. A full fledged assessment on this issue will be conducted from next year on.

Table 4-8 Average Scores of Top and Worst Four Projects

Evaluation Criteria	Average Scores		Difference in Average Scores
	Top four projects	Worst four projects	
Relevance	4.26	3.08	1.18*
Effectiveness	4.41	2.43	1.98*
Efficiency	3.95	2.42	1.53*
Impact	3.89	2.59	1.30*
Sustainability	4.11	2.24	1.87*

* The difference in significance level between the average scores of the top and worst four projects is 1%.

As Table 4-9 shows, four projects were rated "excellent" by the secondary evaluators. No projects were rated "very poor" and the projects that received "poor" are shown in Table 4-10. The converted scores (out of five full scores) in the tables are the figures obtained by converting the total scores into five-scale rating to correspond to the scores of each evaluation criterion.

The project that received the highest score is the Research Project on Timber from Man-made Forests in China. This project was technical cooperation for research aiming at sustainable and effective utilization of man-made wood in order to harmonize the demand for timber associated with social development in China and environmental issues. The purpose of the project was to strengthen the capacity of basic research on man-made wood at the Research Institute of Wood Industry, Chinese Academy of Forestry. Counterparts of the project were in high ranking positions, and had college degrees or were enrolled in post-graduate courses. In addition, students have received or are enrolled to receive degrees in man-made wood production. The consolidated technology transfer increased the organizational power, leading to the high rating in efficiency. The project purpose was achieved as expected, proving high effectiveness. These factors led to the expansion of the research organization and new budgetary measures, thus generating high sustainability. These are the basis for the high score.

The project called Promotion of Sustainable Community Based Small-holder Irrigation in Kenya was given the lowest total score. The purpose of the project was to develop small-scale irrigation managed by farmers to stabilize agricultural production. There was a lack of common awareness about project design and purpose and insufficient input, such as dispatch of experts and operation costs, leading to low efficiency. Sufficient outcomes were not generated and financial sustainability was extremely low. These are the basis for low scores.

(4) Relationships between the Results of Project Evaluation and the Results of Evaluation of the Quality of Terminal Evaluation

Figure 4-18 illustrates the relation between the total scores of project evaluation carried out this year on a total of 45 projects in

2003 and 2004 and the total scores of terminal evaluations in quality. The relation between the project evaluation and the quality of terminal evaluation shows that two out of four projects that were rated "excellent" by the secondary evaluators were also rated high in terms of quality of terminal evaluation as described in section 1-2-(3): namely, Regional Geologic Mapping with Advanced Satellite Sensors in Argentina (A in the figure) and the Maternal and Child Health Project in Cambodia (Phase 2) (B in the figure). In addition, three projects that were rated "poor" by the secondary evaluators were also rated low in terms of quality of terminal evaluation (Table 4-5): namely, Improvement of the Survey and Forecast System on Meteorology and Agro-meteorology in Cambodia (C in the figure), Technical and Vocational Training Improvement Project (Aftercare) in Zambia (D in the figure) and the Project of Haraz Agricultural Human Resources Development Center in Iran (E in the figure).

Table 4-11 shows the correlation between the scores for criteria of project evaluation and the scores for criteria of the quality of terminal evaluation. "Relevance" of projects is closely correlated with "evaluability," "data collection," "assessment of performance," "analysis," "five evaluation criteria," and "reporting." "Effectiveness" of projects is also closely correlated with "evaluability," "data collection," "assessment of performance," "analysis," "five evaluation criteria," and "reporting," and its correlation with "evaluatbility" and "five evaluation criteria" is particularly close. "Efficiency" is closely correlated with "evaluability," "analysis," and "five evaluation criteria." "Impact" is closely correlated with "evaluability," "data collection," "assessment of performance," "analysis," "five evaluation criteria," and "reporting." "Sustainability" is closely correlated with "five evaluation criteria." Every criterion of project evaluation is closely correlated with "evaluability." In conclusion, there is close correlation between project evaluation and the quality of terminal evaluation.

A good project has clearly purpose and goal, carries out various activities as planned, and properly manages data of monitoring each time. These factors are believed to lead to effective project implementation, and facilitate assessment of performance and analysis to verify the effectiveness, which would then result in appropriate evaluation. This would also enable the preparation of clear and easy-to-understand evaluation reports.

The straight line (2) in Figure 4-18 indicates an expected value that estimates the quality of terminal evaluation based on project evaluation. The projects rated high tend to have high scores for the quality of terminal evaluation. However, as clearly shown in the figure, in some cases the quality of terminal evaluation deviates greatly from the average expected value estimated from the project evaluation. This actually refers to two types of projects. When the total scores for the quality of terminal evaluation exceed the expected value of the quality of terminal evaluation, the quality of terminal evaluation of the project is higher than what is estimated from project evaluation. And, when the total scores for the quality of terminal evaluation is lower than the expected value, the quality of terminal evaluation of the project is lower than what is estimated from project evaluation.

Based on the correlation between the project evaluation and the quality of terminal evaluation, the projects are classified into three groups, in order to probe the correlation between the project evaluation and the quality of terminal evaluation. When the total score for the quality of terminal evaluation is higher than the average expected value by 1.5 points, the project is classified as "a. the projects whose quality of terminal evaluation is higher than the expected value estimated from project evaluation," which represents the area above the line (1) in Figure 4-18. When the quality of terminal evaluation is within the range of ±1.5 of the expected value, the project is classified as "b. the projects whose project evaluation corresponds to the quality of terminal evalua-

Table 4-9 Projects Rated "Excellent" by the Secondary Evaluators

Country	Project Title	Total Score	Converted Score (out of five points)	Fiscal Year
1 China	Research Project on Timber from Man-made Forests	21.1	4.22	2004
2 Argentina	Regional Geologic Mapping with Advanced Satellite Sensors	20.9	4.18	2004
3 Viet Nam	The Project for Strengthening Training Capacity for Technical Workers in the Hanoi Industrial College	20.4	4.08	2004
4 Cambodia	The Maternal and Child Health Project (Phase 2)	20.2	4.03	2004

Table 4-10 Projects Rated "Poor" by the Secondary Evaluators

Country	Project Title	Total Score	Converted Score (out of five points)	Fiscal Year
1 Kenya	Promotion of Sustainable Community Based Small-holder Irrigation	12.2	2.45	2003
2 Iran	The Project of Haraz Agricultural Human Resources Development Center	12.3	2.47	2003
3 Zambia	Technical and Vocational Training Improvement Project (Aftercare)	13.2	2.64	2003
4 Cambodia	Improvement of the Survey and Forecast System on Meteorology and Agro-meteorology	13.3	2.66	2003
5 El Salvador	The Project on the Aquaculture Development	13.5	2.70	2003
6 Brazil	The Technological Development Project for Sustainable Agriculture in Eastern Amazonia	13.6	2.72	2003
7 Turkey	The Project on Improvement of Maritime Education	14.0	2.80	2004
8 Indonesia	Malaria Control in Lombok and Sumbawa Islands	14.2	2.85	2003
9 Nepal	Community Development and Forest/Watershed Conservation Project (Phase 2)	14.5	2.91	2003
10 Indonesia	The Mangrove Information Center Project	14.6	2.93	2003

Table 4-11 Correlation between Project Evaluation by the Secondary Evaluators and Evaluation of the Quality of Terminal Evaluation

Project Evaluation	Quality of Terminal Evaluation							
	Evaluability	Evaluation Framework	Data Collection	Assessment of Performance	Analysis	Five Evaluation Criteria	Recommendations /Lessons Learned	Reporting
Relevance	0.538**	0.340 *	0.523**	0.551**	0.501**	0.571**	0.263	0.455**
Effectiveness	0.712**	0.341 *	0.594**	0.542**	0.533**	0.647**	0.059	0.520**
Efficiency	0.574**	0.342 *	0.399**	0.388**	0.446**	0.550**	0.189	0.339 *
Impact	0.526**	0.331 *	0.520**	0.500**	0.483**	0.477**	0.107	0.460**
Sustainability	0.355 *	0.285	0.392**	0.302 *	0.391**	0.466**	0.176	0.389**

Figures show the coefficient of correlation *5% of significance level **1% of significance level N=45

Figure 4-18 Relationships between Project Evaluation by the Secondary Evaluators and Evaluation of the Quality of Terminal Evaluation

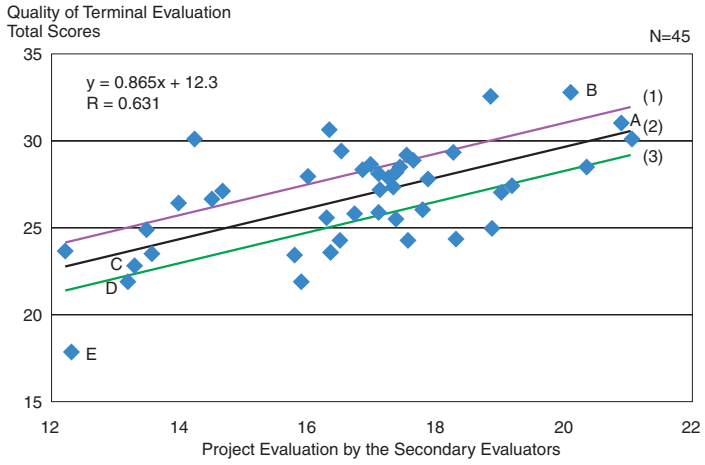


Figure 4-19 Evaluation of the Quality of Terminal Evaluation (By Group)

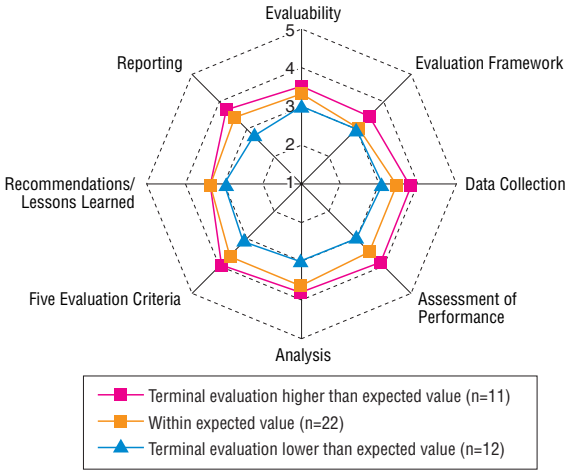


Table 4-12 Scores for Evaluation Criteria of the Reports (Average)

Evaluation Criteria	Average Scores			Difference in Average Scores		
	(A) Terminal evaluation higher than expected value (n=11)	(B) Within expected value (n=22)	(C) Terminal evaluation lower than expected value (n=12)	(A)-(B)	(C)-(B)	(A)-(C)
Evaluability	3.55	3.36	3.01	0.19	– 0.35*	0.54**
Evaluation Framework	3.41	3.13	3.04	0.28*	– 0.09	0.37**
Data Collection	3.78	3.46	3.00	0.32*	– 0.46**	0.78**
Assessment of Performance	3.78	3.51	3.02	0.26*	– 0.49**	0.76**
Analysis	3.73	3.56	2.98	0.17	– 0.58**	0.75**
Five Evaluation Criteria	3.93	3.52	3.14	0.41*	– 0.38*	0.79**
Recommendations/Lessons Learned	3.37	3.31	2.90	0.06	– 0.41**	0.47**
Reporting	3.67	3.39	2.76	0.28	– 0.64**	0.92**

* The difference in significance level between the average scores of groups is 5%.
** The difference in significance level between the average scores of groups is 1%.

tion," which represents the area between the lines (1) and (3). When the total score of the quality of terminal evaluation is lower than expected value by 1.5, the project is classified as "c. the projects whose quality of terminal evaluation is lower than the expected value estimated from project evaluation," which represents the area below the line (3) in the figure. Figure 4-19 shows the average scores of evaluation criteria of the three groups and Table 4-12 shows the average scores for evaluation criteria and differences in the average scores of the three groups.

As clearly shown in Table 4-12, the projects whose quality of terminal evaluation is lower than the expected value estimated from project evaluation generally have statistically significantly lower average scores for terminal evaluation than the average expected value; in particular, the difference is large in the average scores for "data collection," "assessment of performance," "analysis," "five evaluation criteria," and "reporting" ((C)-(B) in the table). The projects whose quality of terminal evaluation is higher than the expected value estimated from project evaluation generally have statistically higher average scores for "evaluation framework," "data collection," "assessment of performance," and "five evaluation criteria" ((A)-(B) in the table). Next, when the projects whose quality of terminal evaluation is higher than the expected value estimated from project evaluation are compared with the projects whose quality terminal evaluation is lower than the expected value estimated from project evaluation, there is a significant difference in the average scores for every evaluation criterion. In particular, the difference is large for "data collection," "assessment of performance," "analysis," "five evaluation criteria," and "reporting," and the projects with high quality terminal evaluation have high scores for these criteria.

Also as shown in the distribution of Figure 4-18, the projects with high evaluation scores are generally rated high in the quality of terminal evaluation, whereas the projects with low evaluation scores exhibit a large variance, with a large difference in the quality of terminal evaluation between the high scores and low scores.

From these results, good projects tend, in general, to have high quality of terminal evaluation. Nonetheless, regardless of the quality of projects, it is necessary when conducting evaluation projects to collect appropriate data from various aspects, assess and analyze the performance objectively and accurately, and clearly describe details using tables and figures. This enables the compilation of high quality reports.

The secondary evaluation result has revealed that not only the quality of terminal evaluation increased, but also the projects improved in fiscal 2004. Evaluation is a mechanism for quality assurance of projects and an increase in the quality of evaluation is expected to have a positive impact on the effective and efficient implementation of projects. In view of tasks necessary for evaluation to have a positive impact on the quality of projects, it is more relevant to consider that long-term efforts for strengthening evaluations, such as the introduction of the secondary evaluation, are the factors contributing to the positive impact on effectiveness of projects, instead of the introduction of the secondary evaluation resulting in immediate improvement of projects.

For example, such changes within JICA as enhancement of country- and issue-specific approaches, development of JICA Country Programs, introduction of ex-ante evaluation, and delegation of authorities to overseas offices seem to have influenced the improvement of the quality of projects. It is assumed that rather than influence by individual plans, what improves projects as a whole is sufficiently addressing issues and measures through the discussions based on the plans and implementing projects with evaluation in mind. Still, further analysis covering longer spans is warranted to verify specifics.

(5) Improving the Quality of Projects

■ Improving PDM

Monitoring the progress of projects and terminal evaluation are carried out based on PDM. From the experience with this year's secondary evaluation, some of the principles for good PDM were drawn out as follows.

- Target groups are clearly identified.
- Project purpose responds accurately to the needs of the local community.
- Indicators corresponding to the project purpose and the target values are clear.
- An agreement upon the PDM is reached among the parties concerned.
- All the important items are fully covered, accurately reflecting the reality of the project.
- Contents are understandable to the general public.
- Causal relationships in the process from the input to the overall goal is appropriately demonstrated.
- The responsible personnel for the PDM are always identifiable.

Although these points are nothing new, many of them have not been fully observed. This year's secondary evaluation saw that some projects were supply-driven, in which project purposes appeared to have been determined as a consequence of the limitation in the resources of the Japanese side and not based on the needs of the local community. There were also some projects whose contents of output and outcome (project purpose) did not show causal relationships. In another project, since the description of project purpose contained onomastic keywords that were unique to the project, the specific contents were vague to outside readers. In one case, no personnel were responsible for the appropriateness of the PDM. There were also some cases in which the terminal evaluation team formulated the PDMe by trimming the original PDM goals or setting up new indicators to make the project easier to evaluate.

Quality control of the initially prepared PDM and clarification of responsibility are required to make full use of the the principles for good PDM described above. The director of the overseas office, for example, should be responsible for the initially prepared PDM and the subsequent revision of the PDM. Furthermore, some crucial points must be clearly stipulated. Specifically, it is necessary to identify whether or not the initial PDM should be revised. If revised, it is essential to explain how the relevance, appropriateness, subsequent changes in input, and effectiveness are evaluated, how the PDM of a project under implementation and the revised PDM are treated, and the nature of monitoring and evaluation activities involved in the revised PDM.

■ Utilization of Development Objectives Chart

In order to complement the PDM at the ex-ante evaluation stage, it is necessary to utilize the development objectives chart. In JICA projects in the past, the relationships between a given project and its overall goal used to be presented in the project summary of PDM. However, as program approach and issue-specific approach progress, the number of projects is gradually growing in which not only JICA but also other donors are involved in several projects, thus constituting a large program. JICA projects are carried out as a part of the large program. In such cases, there exist some intermediate targets that come between the project purpose and overall goal. With the project purpose and overall goal shown in the PDM only, the causal relationships may not be fully explained. This can be a limit of presenting the outline of the project in the form of PDM.

In fact, this year's secondary evaluation observed a large discrepancy between project purposes and overall goals. For exam-

ple, in order to contain the word "poverty reduction," some of the overall goals included what is far from the causal relationships with project purpose or in some cases a pilot project was expected to expand as a full range national project in the overall goal. When the achievement of the project itself is measured by output, the relevance of a project is determined by project purpose and overall goal; and therefore, there is a concern that the relevance of the project may be questioned if the overall goal is out of reach. However, based on the recognition that the discrepancy between project purposes and overall goals would be resolved by coordination with other projects of JICA, other projects of the partner countries and other donors, some projects set much higher overall goals than project purposes at the time of project formulation.

In such a case, the relation between and the positions of a given project and other projects should be demonstrated by using development objectives charts from the time of ex-ante evaluation to confirm whether the expected outputs and project purposes are appropriately explained. It might also be necessary to include in the external factors of PDM such descriptions as "project A will be carried out by XXX as planned and outcomes will be obtained," etc. It is necessary to carry out terminal evaluation while confirming the progress of other assistance concerned, in addition to data collection concerning the project.

(6) Summary of Project Evaluation by the Secondary Evaluators based on the Reports

"Relevance" of the target projects was generally high and "effectiveness" generated good outcomes as a whole although there are discrepancies between projects. "Efficiency," "impact," and "sustainability" also achieved a certain level.

When "five evaluation criteria" were examined in terms of viewpoints, the difference among viewpoints was large for "relevance." The validity of project implementation was high in terms of consistency with Japan's aid policies, JICA Country Programs, and development policies of the partner countries, and the adequacy of the implementation as ODA. On the other hand, the viewpoint of the appropriateness of project design was rated relatively low as to whether the approach was appropriate as an effective solution to the development issues, whether the selection of target areas or target groups was appropriate, and whether Japanese technology was superior. With regard to sustainability, rated high was the viewpoint as to whether the positioning of activities in the policies and organization of the implementing agency were stable enough to produce continuous effects after the termination of cooperation. However, the viewpoints as to whether the budgets, including operating expenses, were secured and whether measures to ensure budgets were sufficient was below 3.0 on average.

Despite some problems described above, when evaluation results were chronologically compared from fiscal 2002 to fiscal 2004, there was a significant difference between fiscal 2002/2003 and fiscal 2004 though little difference between fiscal 2002 and fiscal 2003. Not all projects in fiscal 2004 were analyzed this time, and there is some reservation that a large portion of the selected projects may have been relatively good ones whose evaluation reports could be complied easily at earlier dates. Yet, it is natural to interpret that the quality of projects has improved.

When good projects and poor projects were compared, there was a significant difference in each of the five evaluation criteria. Since the difference is large in effectiveness, sustainability, and efficiency, it is necessary to pay particular attention to these criteria when managing projects.

The evaluation results of projects as described above and the quality of primary evaluation exhibit a certain relation. High quality of project indicates that the initial plans are appropriately designed, necessary data are accumulated through periodical monitoring, and a high quality report is easily formulated. On the other hand, if the project evaluation is low, the variance is large. Good projects in general tend to have high quality terminal evaluation; however, regardless of the quality of projects, it is necessary, when evaluating any project, to collect information from various sources, conduct assessment and analysis of performance objectively and accurately, and offer a clear description using tables and figures.

Appendix 1 List of Projects Subject to Secondary Evaluation in Fiscal 2005

Fiscal 2002 (Targets of Secondary Evaluation in Fiscal 2004)		
Social Development	Malaysia	Japan-Malaysia Technical Institute: JMTI
Social Development	Thailand	Development of the Method of Urban Development
Social Development	Brazil	The Urban Transport Human Resources Development Project
Social Development	Paraguay	Japan-Paraguay Skill Development Promotion Center
Health and Medical Care	Jordan	The Project for Family Planning and Gender in Development (Phase 2)
Health and Medical Care	Kenya	Kenya Medical Training College Project
Forest and Natural Environment	Malaysia	The Project for the Aquatic Resource and Environmental Studies of the Straits of Malacca in UPM
Forest and Natural Environment	Bolivia	The Afforestation and Erosion Control Project in the Valley of Tarija
Forest and Natural Environment	Uruguay	Forest Products Testing Project
Forest and Natural Environment	Madagascar	The Aquaculture Development Project in the Northwest Coastal Region of Madagascar
Mining and Industrial Development	Laos	The Project on Electric Power Technical Standard Establishment
Fiscal 2003 (Targets of Secondary Evaluation in Fiscal 2004)		
Social Development	Indonesia	Regional Development Policies for Local Government
Social Development	Philippines	The Cebu Socio-economic Empowerment and Development Project
Health and Medical Care	Ghana	The Infectious Diseases Project at the Noguchi Memorial Institute for Medical Research
Agricultural Development	Myanmar	Irrigation Technology Center Project (Phase 2)
Agricultural Development	Thailand	The Modernization of Water Management System Project
Agricultural Development	El Salvador	The Project for the Strengthening of Agricultural Technology Development and Transfer
Agricultural Development	Mexico	The Agricultural Machinery Test and Evaluation Project
Forest and Natural Environment	Laos	The Aquaculture Improvement and Extension Project
Forest and Natural Environment	Brazil	Brazilian Amazon Forest Research Project (Phase 2)
Mining and Industrial Development	Viet Nam	Modernization of Industrial Property Administration Project
Fiscal 2003 (New Targets)		
Social Development	Indonesia	Detailed Design of Flood Control and Water Resources Development Project in Semarang
Social Development	Philippines	Technology Development of Electronic Navigational Charts
Social Development	Paraguay	Japan-Paraguay Skill Development Promotion Center (Extended)
Social Development	Senegal	High-level Technician (BTS) Training Project at the Senegal-Japan Vocational Training Center
Social Development	Tanzania	Sokoine University of Agriculture Center for Sustainable Rural Development: SCSRD
Social Development	Uganda	Nakawa Vocational Training Institute Project (Extended)
Social Development	Zambia	Technical and Vocational Training Improvement Project (Aftercare)
Health and Medical Care	China	Anhui Primary Health Care Technical Training Center
Health and Medical Care	Indonesia	Malaria Control in Lombok and Sumbawa Islands
Health and Medical Care	Malaysia	The Project for Strengthening of Food Safety Programme
Health and Medical Care	Thailand	Project for Strengthening of National Institute of Health Capabilities for Research and Development on AIDS and Emerging Infectious Diseases
Health and Medical Care	Dominican Republic	Medical Education and Training Project
Health and Medical Care	Mexico	Reproductive Health – Prevention of Uterine Cervical Cancer
Health and Medical Care	Tunisia	The Project for Strengthening of Reproductive Health Education
Health and Medical Care	Yemen	The Tuberculosis Control Project (Phase 3)
Health and Medical Care	Ethiopia	Laboratory Support for Polio Eradication: LAST Polio Project
Health and Medical Care	Madagascar	Project for the Global Improvement for the Mahajanga University Hospital Center
Agricultural Development	Cambodia	Improvement of the Survey and Forecast System on Meteorology and Agro-meteorology
Agricultural Development	China	Enhancement of Agricultural Extension System Project
Agricultural Development	Malaysia	The Project for the Development of Technology Related to the Processing of Feed Based on Agro-industrial By-products of Oil Palms Production (Follow-up)
Agricultural Development	Argentina	The Joint Study on Biological Control of Soil-borne Plant Diseases
Agricultural Development	Brazil	The Technological Development Project for Sustainable Agriculture in Eastern Amazonia
Agricultural Development	Iran	The Project of Haraz Agricultural Human Resources Development Center
Agricultural Development	Kenya	Promotion of Sustainable Community Based Small-holder Irrigation
Forest and Natural Environment	Indonesia	The Mangrove Information Center Project
Forest and Natural Environment	Nepal	Community Development and Forest/Watershed Conservation Project (Phase 2)
Forest and Natural Environment	El Salvador	The Project on the Aquaculture Development
Mining and Industrial Development	Indonesia	Project on Supporting Industries Development for Casting Technology
Fiscal 2004 (New Targets)		
Social Development	Viet Nam	Project on the Improvement of Higher Maritime Education
Social Development	Viet Nam	The Project for Strengthening Training Capacity for Technical Workers in the Hanoi Industrial College
Social Development	Turkey	The Project on Improvement of Maritime Education
Health and Medical Care	Cambodia	The Maternal and Child Health Project (Phase 2)
Health and Medical Care	Laos	The Project for the Improvement of Sethathirath Hospital
Health and Medical Care	Thailand	The Project for the Asian Center for International Parasite Control
Health and Medical Care	Viet Nam	The Bach Mai Hospital Project for Functional Enhancement
Health and Medical Care	Nicaragua	The Project for Strengthening of the Local System of Integrated Health Care (SILAIS) of Granada
Agricultural Development	Malaysia	Molecular Characterization of NIPAH Virus in Animals
Agricultural Development	Philippines	Environmental and Productivity Management of Marginal Soils
Agricultural Development	Chile	Improvement of Productivity for the Small-scale Dairy Farmers Project
Forest and Natural Environment	China	The Model Afforestation Project in Sichuan
Forest and Natural Environment	China	Research Project on Timber from Man-made Forests
Forest and Natural Environment	Philippines	Environmental and Productivity Management of Marginal Soils
Forest and Natural Environment	Thailand	The Reforestation and Extension Project in the Northeast of Thailand (Phase 2)
Mining and Industrial Development	Thailand	The Project on the Industrial Water Technology Institute (Phase 2)
Mining and Industrial Development	Argentina	Regional Geologic Mapping with Advanced Satellite Sensors

Appendix 2

Secondary Evaluation Check Sheet

Rating criteria

1) Rate viewpoints and criteria in green cells based on a scale of 1 to 5. [I – III]
5: Sufficient/high
4: Fairly sufficient/high
3: Average
2: Slightly insufficient/low
1: Insufficient/low
*: Cannot tell

2) Rate familiarity in green cells choosing from the dropdown list.

3) Write down highlights and notable points (including good practices) in the space for comment. [I – IV]

I. Evaluability

1. Evaluability of the Initially Prepared Project Design Matrix (PDM)		Rating
Viewpoint	The initially designed PDM is usable as an evaluation framework without significant changes in its objectives and indicators.	
2. Evaluability of Outputs, Project Purpose and Overall Goal		Rating
Viewpoint	The indicators are clearly defined for each output, project purpose, and overall goal, with specific target values and beneficiaries. They can be used to measure the level of the project achievement.	
3. Logic of Project Design		Rating
Viewpoint	The PDM for the evaluation describes a clear and realistic logic flow from Overall Goal - Project Purpose - Outputs - Inputs, considering important external assumptions.	
4. Project Monitoring		Rating
Viewpoint	Monitoring of outputs, activities, and inputs was regularly conducted, and the information including statistical data was accumulated during project implementation.	
Comment		Overall

II. Key Evaluation Criteria

1 Evaluation Framework		
1. Time Frame of Evaluation Study		Rating
Viewpoint	Necessary field survey activities such as data collection and discussion with counterparts are appropriately set within the time frame of the evaluation study. Time frame also contains preparations such as distribution of questionnaires, and is appropriate in terms of timing, length, and schedule of the evaluation study.	
2. Evaluation Team Composition– Impartiality and Specialty		Rating
Viewpoint	The evaluation team members are selected on an impartial basis and with balanced specialty.	
3. Level of Counterpart Participation		Rating
Viewpoint	The counterparts understand evaluation process, and share responsibilities for evaluation activities with JICA.	
Comment		Overall

2 Data Collection		
1. Evaluation Questions		Rating
Viewpoint	Evaluation questions are in line with evaluation purposes and set properly in the evaluation grid. General questions as to the five evaluation criteria are narrowed down to more specific sub-questions to identify necessary information/data to be collected.	
2. Appropriateness of Data Collection Methods and Data Sources		Rating
Viewpoint	Several different data collection methods are used to increase accuracy and reliability of the data/information obtained. The data/information is obtained from a broad range of stakeholders, including the end beneficiary groups to limit bias of the data collected.	
3. Data/Information Sources		Rating
Viewpoint	The sources of the data/information are adequately explained in the evaluation report.	
4. Sufficiency of Data/Information Obtained		Rating
Viewpoint	Data collection is conducted based on the evaluation grid, and the data/information was sufficient to answer the evaluation questions, and additional information/data is gathered for unexpected and newly confronted questions during the evaluation process.	
Comment		Overall
3. Analysis/ Evaluation		
3.1 Assessment of Performance		
1. Measurement of Results		Rating
Viewpoint	Achievement level of outputs, project purpose, and overall goal are measured quantitatively or/and qualitatively against the target values set by the indicators.	
2. Examination of Project Implementation Process		Rating
Viewpoint	The project implementation process is thoroughly examined, through which impeding and/or promoting factors to achievement of outputs, project purpose, and overall goal are identified.	
3. Examination of Causal Relationships—Logic of Project Design [1]		Rating
Viewpoint	The logic of project design is thoroughly verified, through which impeding and/or promoting factors to achievement of outputs, project purpose, and overall goal are identified.	
4. Examination of Causal Relationships—Before and After [2]		Rating
Viewpoint	The causal relationships are thoroughly examined to verify that effects for the beneficiaries have resulted from the project interventions.	
Comment		Overall
3.2 Analysis		
1. Objectivity of Analysis		Rating
Viewpoint	The data is objectively analyzed, based on a series of scientific discussions, and an effort is made to quantify the data where feasible.	
2. Holistic Analysis		Rating
Viewpoint	The data interpretation is drawn by examination and analysis of different methods, and from various aspects.	
3. Analysis of Promoting and Impeding Factors		Rating
Viewpoint	Factors that promote and impede effects are adequately analyzed in light of the project logic (cause-effect) and the project implementation process (such as project management).	
Comment		Overall

3.3 Evaluation by Five Criteria		
1. Relevance		Rating
Viewpoint	Perspectives for evaluation of "Relevance" (validity and necessity of a project in light of needs of beneficiaries, project implementation as an appropriate approach to problem solving, consistency of policies, etc.) are sufficiently covered.	
2. Effectiveness		Rating
Viewpoint	Perspectives for evaluation of "Effectiveness" (achievement level of project purpose, causal relationships between outputs and project purpose, etc.) are sufficiently covered.	
3. Efficiency		Rating
Viewpoint	Perspectives for evaluation of "Efficiency" (comparison with other similar projects through cost analysis, cost-effectiveness analysis, etc.) are sufficiently covered.	
4. Impact		Rating
Viewpoint	Perspectives for evaluation of "Impact" (achievement level of overall goal, causal relationships between project purpose and overall goal) are sufficiently covered.	
5. Sustainability		Rating
Viewpoint	Perspective for evaluation of "Sustainability" (probability of effects to be continued and outcomes to be produced in terms of policies and systems, organizational and financial aspects, technical aspects, socio-culture, and environment) are sufficiently covered.	
6. Conclusion		Rating
Viewpoint	The conclusion is drawn based on holistic viewpoints on the basis of the five evaluation criteria.	
Comment		Overall
4. Recommendations/Lessons Learned		
1. Relevance and Credibility of Recommendations		Rating
Viewpoint	The recommendations are based on the information obtained through the process of data analysis and interpretation. As a result, the recommendations are objective and convincing.	
2. Sufficiency of Recommendations		Rating
Viewpoint	The recommendations consider all the impeding/promoting factors identified during the evaluation process.	
3. Usability of Recommendations		Rating
Viewpoint	The recommendations are practical and useful for feedback and follow-ups, with a specific time frame.	
4. Relevance and Credibility of Lessons Learned		Rating
Viewpoint	The lessons learned are based on the information obtained through the process of data analysis and interpretation. As a result, the lessons learned are objective and convincing.	
5. Sufficiency of Lessons Learned		Rating
Viewpoint	The lessons learned consider all the impeding/promoting factors identified during the evaluation process.	
6. Usability of Lessons Learned		Rating
Viewpoint	The lessons are generalized and conceptualized so that they are widely applicable.	
Comment		Overall
5. Reporting		
1. Presentation/Legibility and Clarity		Rating
Viewpoint	The evaluation report is simple and clear, and understandable to readers—in light of the structure, font, terminology, and data presentation. Logical structure and major points are clearly described in an easily understandable manner.	
2. Utilization of Tables and Figures		Rating
Viewpoint	Tables and figures are effectively utilized to visually present statistics and analysis results.	
3. Presentation of Primary Data		Rating
Viewpoint	Sufficient primary data such as those on targets and results of interviews and questionnaires are presented properly in the report.	
Comment		Overall

III. Evaluation of the Project Based on the Report

Fill in comments if there are any external important assumptions that might affect the following Five Evaluation Criteria.

1. Relevance		
1. Validity		Rating
Viewpoint	The project is consistent with Japan's aid policies, JICA Country Program, and development policies of the partner country. Its implementation by means of ODA is relevant.	
2. Necessity		Rating
Viewpoint	The project is in line with the needs of the target group, area, and society. Those needs are still present and logically understood including priority.	
3. Appropriate Approach		Rating
Viewpoint	The approach is appropriate to solve the preset development issue (overall goal). The selection of target area and group is appropriate. Japanese technology is superior.	
Comment		Overall
2. Effectiveness		
1. Achievement Level of Project Purpose		Rating
Viewpoint	Project purpose has been (is going to be) achieved.	
2. Causal Relationships between Outputs and Project Purpose		Rating
Viewpoint	Project purpose has been (is going to be) achieved as a result of outputs. Important assumptions which might affect the achievement of outputs and project purpose were properly identified. There were special factors which inhibited or promoted effectiveness.	
Comment		Overall
3. Efficiency		
1. Cost-effectiveness		Rating
Viewpoint	Efforts to cut down on costs were made (using local resources).There was no alternative means that could have led to the same achievements at lower costs. It was impossible to produce greater achievements at the same costs. Compared to similar projects of other donors and the partner country, the cost-effectiveness was high.	
2. Appropriate Implementation Process		Rating
Viewpoint	The inputs were made in a timely manner with appropriate scale and quality.	
Comment		Overall
4. Impact		
1. Achievement Level of Overall Goal		Rating
Viewpoint	Effects planned in the project (overall goal) have been achieved as a result of achievement of project purpose. Problem-solving for the target project has progressed.	
2. Causal Relationships between Project Purpose and Overall Goal		Rating
Viewpoint	Impact was generated as a result of achievement of project purpose. There were special factors that promoted or impeded planned effects including important assumptions.	
3. Unintended Positive and Negative Impact		Rating
Viewpoint	There are political impacts and economical impacts on the target society, inside the implementing agency, and on the beneficiary. Other impacts on organization, development of related regulation and laws, gender equality, human rights, disparity between rich and poor, peace and war, environmental protection are present. There are special factors that brought unintended positive and negative impacts.	
Comment		Overall

5. Sustainability		
1. Mechanism of Securing Sustainability		Rating
Viewpoint	Mechanisms and devices for securing sustainability (management capacity of the implementing agency, policy support from the supervising agency, demand for activities of the implementing agency, securing financial basis) were considered in the project.	
2. Level of Sustainability		Rating
Viewpoint	Effects aimed for in the project (project purpose and overall goal) are (will be) sustained after the termination of cooperation.	
3. Organizational Sustainability		Rating
Viewpoint	The positioning of activities in the policies and organization of the implementing agency is stable enough to conduct activities that will continue effects after the termination of cooperation.	
4. Technological Sustainability		Rating
Viewpoint	Technology and capacity acquired in the project are maintained and expanded. Equipment is properly maintained and managed.	
5. Financial Sustainability		Rating
Viewpoint	Budget including operating expenses is secured. Measures for securing budget are sufficient.	
Comment		Overall

IV. Overall Comment

V. Familiarity

1. Prior Information about the Project		Rating
Viewpoint	1. None 2. Know by name 3. Know some 4. Know well (have read reports, etc.) 5. Know very well (have conducted study, etc.)	
2. Familiarity with Area		Rating
Viewpoint	1. None 2. Know by name 3. Know some 4. Know well (have read reports, etc) 5. Know very well (have conducted study, etc.)	
3. Familiarity with Specialty		Rating
Viewpoint	1. None 2. Know by name 3. Know some 4. Know well (have read reports, etc) 5. Know very well (have conducted study, etc.)	

Chapter 2 Improving JICA's Evaluations and Projects (Recommendations)

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Chairperson of the Advisory Committee on Evaluation

Effectiveness of Secondary Evaluation

[Fiscal 2005 Secondary Evaluation Results]

The evaluation results of the quality of 45 terminal evaluations in fiscal 2003 and fiscal 2004 showed that the terminal evaluations were above "average" level in all the evaluation criteria. In particular, the average scores were high for "data collection," "assessment of performance" in analysis, "method of analysis," and "five evaluation criteria."

According to the chronological analysis, the quality of terminal evaluation exhibits over-the-year improvement. The difference is particularly large between evaluations of fiscal 2003 and fiscal 2004. The improvement can be greatly attributed to the fact that the Evaluation Guidelines were drastically revised in February 2004 and the evaluations were performed in line with the new guidelines, thus improving the quality of primary evaluations. With progress in field based management in aid, JICA increasingly decentralizes the implementation of evaluations to overseas offices. It is now encouraging to learn that the introduction of new evaluation guidelines may have improved the quality of primary evaluation.

The project evaluations that were conducted based on the evaluation reports by the secondary evaluators were rated as generally good on the whole. Despite the constraint of extracting evaluation data from reports, the secondary evaluation is an attempt to assess projects on the secondary basis from the external perspective. The secondary evaluation thus has significance in itself because it is the basis for the assessment of projects by the general public. As for the chronological changes, an improvement in projects was demonstrated between projects evaluated in fiscal 2003 and those in fiscal 2004, as in the case of the quality of evaluations. There is a certain correlation between the results of project evaluation based on evaluation reports by the secondary evaluators and the quality of primary evaluations, and a thorough analysis is required to probe the causal relationships.

[Combination of Internal and External Evaluations]

Evaluations of individual projects are conducted as part of JICA's operation management, and regarded as internal evaluations for which JICA is responsible. In reality, many project evaluations involve consultants in a relevant field and intellectuals, such as a small number of national committee members, to ensure specialty in evaluation and technology. Nonetheless, what is important to carry out useful and convincing evaluations with high credibility and feed the evaluation results back to decision-making in the future, regardless of whether it is internal or external.

Internal evaluators generally have expertise about the details and regions in relation to a project and also have clear understanding about various project activities. Under the current framework, in line with the explicit guidelines, internal evaluators appropriately conduct quantitative and qualitative analysis by means of five evaluation criteria and others and describe the results in a clear, understandable manner to readers. At the same time, a third party with no vested interest in the project conducts secondary evaluation (evaluation of evaluations) in order to increase transparency and neutrality of evaluations. This framework has combined the advantages of internal evaluations and external evaluations: the former having deep understanding of projects and the latter having high objectivity and transparency.

[Feedback of Secondary Evaluation]

As already mentioned, it is assumed that the introduction of new evaluation guidelines has improved the quality of primary evaluations, which demonstrates that the feedback of the results of the secondary evaluation has been effective in improving the quality of primary evaluations. It is therefore important to make use of the secondary evaluation results in an effort toward reinforcement of evaluation management and development and improvement of evaluation methods, including impact and efficiency.

There is an opinion within JICA that the secondary evaluation exerts a favorable pressure on the implementation of high quality evaluations, as being a by-product. More terminal evaluations are currently carried out in a manner to proactively address and analyze issues and scrutinize improvements. Although some projects are found to be insufficient in outcome as a result of project evaluations by the secondary evaluators, many of the primary evaluations have been properly performed. Regardless of the quality of the project, there is an intention to learn lessons, while ensuring accountability to the people through proper evaluations, which indicates a favorable prospect.

Toward Further Improvements

In order to consolidate better quality in evaluations, it is essential to improve evaluation methods, further develop implementation tools such as guidelines, and raise awareness of increasingly competent JICA staff about evaluations. The following are issues that require further improvements as a result of the analysis of this year's evaluation.

[Evaluation Framework]

Along with the reinforcement of JICA's field-oriented approach, more evaluations are supervised and carried out by overseas offices as to technical cooperation projects. However, evaluations used to be, in principle, carried out by the study team dispatched from Japan. Thus, due partly to limitation of costs, the study periods are mostly the same length for any project, and sometimes they seem too short when judged by the report alone. However, since data are collected through project monitoring at a preliminary stage of the study, it is necessary to conduct the secondary evaluation with due consideration given to preliminary data collection. It is thus essential to fully describe related matters in the primary evaluation reports. In doing so, instead of what kind of data has been collected in advance, it is important to render how data have been collected through project monitoring. As the secondary evaluation concludes, data collection through daily monitoring activities will lead to high quality primary evaluations. Furthermore, availability of preliminary data would naturally facilitate efficient evaluations.

As for the composition of study teams, it is necessary to create some kind of profile of individual team members as information sources, or to verify objectivity and specialty by describing their relationships with the project. The breakdown of the composite members alone would lead to a discussion confined to only whether they are stakeholders of the project or not. Regardless of whether they are stakeholders or not, what matters is that the appropriate persons are participating to perform high quality evaluations. The credibility of internal evaluation matters less than the necessity to describe in the report what specialty the evaluators represent and where they stand on evaluations, in order to achieve accountability to the public.

It is also necessary to pay attention to the participation of developing countries, which is the main cause for lower scores for "evaluation framework." JICA's project evaluation is in principle a joint evaluation, and agreement on evaluation results is to be concluded with partner countries. However, as far as participation of developing countries in evaluations is concerned, it is necessary to involve the developing countries in the evaluation process at the stage of evaluation design, instead of participation only at the final stage of compilation of evaluation results. In recent years, the number of projects managed by overseas offices has increased, and the participation of developing countries in the evaluation process is in progress. On the other hand, the degree or participation of the developing countries is not necessarily explicit in the reports. The specific participation of developing countries in the evaluation process should be clearly mentioned. Furthermore, the evaluations reflecting the opinions of beneficiaries should be further encouraged, although such cases are on the increase.

[Efficiency]

Efficiency requires two viewpoints: a viewpoint of cost-saving and a viewpoint of cost-efficiency that is to measure if the cost matches up with the outcome. Some projects are individually evaluated from the viewpoint of economy (savings). However, the viewpoint of cost-efficiency or comparison with the cost of other projects that would bring about similar outcomes is not necessarily fully reflected in the evaluations. In the first place, it is difficult to convert outcomes into monetary values unanimously in JICA's Technical Cooperation Projects. For example, the value of a commodity is calculable, but when outcomes are transferred technology, enthusiasm, social framework, etc., it is not easy to measure the outcomes and examine whether the outcomes are worth the costs. Nonetheless, it is not that technical cooperation can spend as much as it takes. Attempts should be made to apply various methods to evaluate efficiency, accumulate information involved in each field, and issue and incorporate the viewpoint of comparison. In some areas where JICA has accumulated a certain level of cooperation experiences, it should be possible to compare

similar activities of similar projects. As a first step forward, it is necessary to grasp the unit cost of input and to stipulate in the guidelines that cost aspects should be described in the reports.

[Sustainability]

This year's study investigated sustainability of projects from the aspects of organization, technology, and finance. Financial sustainability was generally rated low, and the framework for ensuring sustainability was weakly incorporated into the design of a project. The assessment of sustainability is on the basis of prospects at the time of terminal evaluation, and many of them are under optimistic assumptions, resulting in insufficient evaluations.

Sustainability is not something that appears naturally, out of nowhere, after termination of cooperation, but should be established intentionally by integrating it into the project purpose, and should be given due consideration not only at terminal evaluation in the final stage of a project but also at the stage of planning and implementation. Upon doing so, it is necessary to carry out evaluations with consideration given to the viewpoint of whether a framework is created before the termination of the project to maintain outcomes in pursuit of ensuring sustainability.

[Impact of Evaluation and External Conditions]

Though each project sets its own purpose, the project purpose is not the ultimate target. The attainment of project purposes is normally positioned in the process of achieving overall goals. From the perspective of result-oriented approach, overall goals should be achieved, not to mention project purposes. It is also important to improve external conditions to achieve these goals.

If a seamless line of cause-effect, output-outcome (project purpose)-impact (overall goal), can be presumed and if a project is implemented with clear goals and a sound implementation framework, it would bring about outcomes and evaluations would be easy to perform. Therefore, it is necessary to pay attention to whether overall goals are reasonably set, the selection of project purposes is appropriate, and whether external conditions are well organized and explained.

In specific terms, overall goals should not just be added on top of project purposes. Project purposes should be set as an approach to achieving overall goals. Attainment of project purposes is essential to achieve overall goals; however, achieving overall goals itself will be difficult unless appropriate project purposes are selected since there are generally several approaches to achieving overall goals.

Moreover, overall goals are usually associated with a combination of several other projects, not just one project. Thus, from the time of ex-ante evaluation, it is necessary to identify the relation between and the position of the relevant project and other projects using a development objectives chart in order to examine whether expected outcomes and project purposes are appropriately set. At the time of terminal evaluation, it is important to carry out evaluations with due consideration given to various aspects from the viewpoint of program evaluation, while confirming the progress of other assistance, in addition to collecting data pertaining to the relevant project.

Furthermore, it is necessary to improve the assessment of situations concerning the items listed in the section of external conditions. When analyzing the effectiveness of projects, it is insufficient just to confirm the achievement of purposes. In order to verify how much the project itself contributes to achieving the purpose, it is essential to understand the external and internal factors that can greatly affect the project outcomes.

When evaluating impact, it should be limited to the estimation of how much impact is possible in most cases due to the timing of implementation of terminal evaluations. Even in that case, it is still necessary to detect an incipient impact, present a basis for the expected impact, and make the estimation more convincing.

[Lessons Learned]

Since terminal evaluations require signed agreement of both parties, some point out that recommendations and lessons learned tend to be laid out in the interest of partner countries and it is at times difficult to be candid about what should be done. Some reports contain important points in the statement of the evaluation team leader, instead of in the lesson section. Currently, evaluation team leaders' statements are in essence treated as secondary documents, but they may contain valuable suggestions. Since it is important to share recommendations and lessons of terminal evaluation with the partner countries, based on the notion that the project will be handed over to them, it is desirable to include arguments of both sides when an agreement on evaluation results is not reached between both parties. A separate presentation of the points of argument perhaps in the form of the evaluation team leader's statement would be a good way to highlight what the issues are for the sake of future references.

Lessons learned should be generalized in nature, but the problem is how to generalize the lessons, which are too vague. Thus, in order to generalize lessons learned, it may be better to compile guidelines on what basis lessons are to be extracted. However, in the end, unless evaluators do not understand the project management and the cooperation field well, they cannot draw out any effective and sufficient lessons, based on the judgment of what is important for similar projects in the future, from the analysis of conditions of individual projects. In a sense, this item challenges the ability of evaluators more than any other item. For this reason, it is persistently difficult to make improvements. Therefore, it is important, more than anything else, for evaluators

to have substantial knowledge about the projects and relevant fields, when extracting appropriate lessons. Consequently, it is vital to select appropriate evaluators.

Whatever the case may be, it is time to improve the lessons learned. It is effective to database lessons learned every year for promotion of utilization of evaluation results and select truly practical and useful lessons from evaluation results. JICA is already in the process of databasing lessons as part of efforts in knowledge management. Further systematization and sharing of lessons within the organization will enable the utilization for review and evaluation in formulating and implementing future plans, which will make a great contribution to policy development, project formulation and creation of project implementation plans.

Closing

Evaluation is a mechanism for assuring quality of projects and evaluation of evaluations (secondary evaluation) can be a mechanism for improving the quality of evaluations. Improvement in quality of evaluations has been documented in this report. What is worth noting is the fact that many JICA staff members have been engaged in the evaluation activities. Evaluation activities play, in a sense, a training role. In addition to a change in awareness, accurate evaluation viewpoints and skills are consolidated through evaluation activities. Accurate evaluation viewpoints are important in terms of formulating and supervising a project. It is delightful to see signs of further improvement in operations through increasing experience with evaluations within the organization and successfully fostered culture of evaluation among staff members.

Glossary

[A]

● Acceptance of Technical Training Participants
The Japanese government accepts leading administrators, engineers, technicians, and researchers from partner countries as trainees and conducts technical training aimed at transferring technologies and deepening their understanding of Japan. It is divided into two types; (1) a group-training course with fixed programs to which participants are invited, and (2) a country-focused training course that is designed to meet specific requests of each country.

● Accountability
Responsibility to furnish adequate and accurate explanations to citizens and the people of a partner country regarding contents of cooperation, financial affairs, and reasons behind decisions when proceeding with development aid and international cooperation activities and programs.

● Activities
"Activities" are carried out to achieve the output of a project. Each activity flow is described for every output in a logical framework (PDM).

● Advisory Committee on Evaluation
Advisory Committee on Evaluation, which was established in fiscal 2002, is composed of external experts (academics, NGOs, journalists, etc.), who are knowledgeable about development assistance and evaluation. They give advice to the Evaluation Study Committee on evaluation systems and methods. They also review the results of internal evaluations and contribute to the improvement of objectivity of the evaluation.

[B]

● Baseline Survey
Baseline survey investigates and analyzes the characteristics of a target area prior to the implementation of a project. These surveys are necessary when setting project objectives using indicators because reference values for the determined indicators must be clarified before starting a project.

● Basic Design Study (B/D)
Basic Design Study explores feasibility of grant aid project. The study formulates the basic concept of a project, as well as optimum plans and alternatives. Based on the study, the decision is made by the Japanese government on implementation of grant aid project and the contents.

● Basic Human Needs (BHN)
The idea is to find ways to provide aid for direct use for people with low incomes. BHN refers specifically to basic living needs such as food, housing, clothing, safe drinking water, sanitary facilities, health care and education.

● Beneficiaries
Individuals, groups or organizations that receive the benefits of a project.

[C]

● Capacity Development
Process by which a developing country strengthens its own capacity in order to solve development issues. In contrast with capacity-building, whose aim is to build capacity from outside, capacity development refers to the endogenous process of building, strengthening, and maintaining capacity by a developing country.

● Community Empowerment Program
Support related to maternal and child health; welfare of the elderly, the disabled and children; and poverty alleviation measures are commissioned by JICA for non-governmental organizations active in the regions concerned (local NGOs). Currently this program is conducted as part of the JICA Partnership Program.

● Counterparts
Local personnel who work together with JICA experts, consultants, or Japan Overseas Cooperation Volunteers (JOCV) sent to developing countries and who receive technical instruction directly from them.

● Country-focused Training Course
A training course that limits participation to a certain country or region. The training subjects focus on development issues that are unique to the country or region involved. This training was integrated into Technical Cooperation Project in fiscal 2002.

● Country-program Evaluation
Assessing the JICA cooperation projects of a country on a cross-sector basis. The overall impact of JICA cooperation and its implementation process in a country are analyzed and recommendations and lessons for future cooperation are offered to the country. The results of evaluation are reflected in improvements in JICA Country Program and cooperation methods for the country.

[D]

● Development Assistance Committee (DAC)
The Development Assistance Committee (DAC) was formed in 1961 as a subordinate agency of the Organization for Economic Cooperation and Development (OECD). DAC distributes aid information, adjusts aid policies, and examines the implementation of aid by member countries and their aid policies. Where necessary, it also gives advice to member countries.

● Development Study
Development Study supports the formulation of plans for public projects by dispatching a study team to contribute to social and economic advancement in developing countries. Reports, which are prepared based on the study results, provide partner governments with data for assessing social and economic development policies. They also offer international organizations and donor countries resources for studying the need for financial aid and technical cooperation.

● Disaster Relief
A cooperation scheme, which is implemented in the case of a large-scale disaster in a foreign nation, especially a developing nation, based on the request of the affected country. It consists of personnel, material, and monetary contributions, and JICA is in charge of personnel and material support.

[E]

● Effectiveness
Effectiveness is a perspective to evaluate whether the project purpose is being achieved as initially planned and whether it can be attributed to the outputs of the project.

● Efficiency
Efficiency is a perspective in which a project is examined from the perspective of the effective use of resources; whether the achievement 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 with the same costs.

● Empowerment
When independent decision-making capabilities and economic, social, legal, and political power are obtained with awareness and exercised by individual or organization, being able to make decisions by oneself helps erase social inequalities.

● Evaluation Study Committee
A committee established in July 1981 to develop the systems and methods of evaluation in JICA.

● Ex-ante Evaluation
Ex-ante evaluation is performed when a project is requested by a partner country. It first involves a study of the project to determine its necessity as well as its conformity with the JICA Country Program. This is followed by an on-site evaluation to clarify details of the project and its expected outputs are clarified. Then, the relevance of the project is comprehensively examined and evaluated. In ex-ante evaluation, evaluation indicators are set and they are used to measure the effectiveness of the project in subsequent evaluation, from the mid-term evaluation to the ex-post evaluation.

● Experts
Experts dispatched to developing countries and international organizations carry out the formulation of development plans, research studies, instruction, extension activities, consulting and other work at a variety of locations, including government-related organizations, testing and research institutes, and academic and training institutions. Experts are classified by length of dispatch term into long-term (one year or longer) and short-term (less than one year).

● Ex-post Evaluation
Ex-post evaluation is an evaluation executed at a certain period of time after completion of a project. It is undertaken for the purpose of deriving recommendations and lessons that contribute to improving JICA Country Program and planning effective and efficient JICA projects, by focusing most notably on Impact and Sustainability among the Five Evaluation Criteria.

● External Evaluation
The evaluation of a development intervention conducted by entities and/or individuals outside the donor and implementing organizations.

[F]

● Fast Track System
A scheme that simplifies and reduces JICA's ordinary implementation processes to quickly plan and implement urgent projects, as in peace-building support and rehabilitation assistance for natural disasters. In a project approved for the system, the procedures related to project formulation, decision-making, preparation for implementation, and procurement are simplified.

● Feedback
The process of presenting findings of a monitoring and evaluation to concerned parties, so that the findings are incorporated into future policies and plans.

● Five Evaluation Criteria
The evaluation criteria advocated in "Principles for Evaluation of Development Assistance" by the Development Assistance Committee (DAC) in 1991. The five criteria are Relevance, Effectiveness, Efficiency, Impact, and Sustainability.

● Follow-up Cooperation
Technical Cooperation Project designed to extend cooperation in a specific sector which has not accomplished the project purpose.

[G]

● Gender Mainstreaming
Integrating gender aspects into development processes allows gender equality to be integrated in all policies and programs, and then both men and women can participate in decision-making processes with relation to all development issues.

● Good Practice
Good implementation cases that can be role-models for others.

● Grant Aid
Grant aid is financial assistance without the obligation of repayment, particularly directed to the least developing countries, whereas "Loan assistance" is a government loan with a long repayment period. The aim is to support economic and social development for Basic Human Needs, such as health care, water supply, education, HIV/AIDS, children's health, environment, population, and construction of basic infrastructures, which serve as the basis for socioeconomic development of a country.

● Group Training
See "Acceptance of Technical Training Participants"

[H]

● Human Security
This term was used in the United Nations Development Programme (UNDP)'s Human Development Report of 1994. Human security applies to the individual, who should be free from the threat of starvation, disease, and repression due to race or belief. The UNDP classifies human security into the seven categories of food, health, environment, the individual, regional communities, politics, and the economy.

[I]

● Impact
Impact refers to positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intended or unintended.

● Important Assumptions
"Important assumptions" are factors or risks that cannot be controlled by a project but may affect the progress of the project or the achievement of the goal. It is an element of logical framework (PDM), subject to periodical monitoring.

● In-country Training
A type of training implemented within a developing country in order to extend the knowledge and skills within the country. In most cases, the personnel who received a technical transfer play the central role in its implementation.

● Indicator
"Indicator" is a quantitative or qualitative variable that provides a simple and reliable means to measure achievement of or a change made by a project. A logical framework (PDM) should also include the initially targeted value of each indicator.

● Input
One of the components of logical framework (PDM), "input" refers to the financial, human, and material resources used to implement a project.

● Internal evaluation
Evaluation of a project conducted by JICA within the project management process.

[J]

● Japan Bank for International Cooperation (JBIC)
A special governmental corporation founded through the merger of the Overseas Economic Cooperation Fund (OECF) and the Export-Import Bank of Japan in October 1999 in order to support the implementation of ODA through yen loans and the trade and investment of Japanese companies.

● Japan Overseas Cooperation Volunteers (JOCV)
The Japan Overseas Cooperation Volunteers Program promotes and fosters volunteer activities by the youth of Japan who wish to work with local communities in developing countries and contribute to the economic and social development of the region to which they are dispatched.

● JICA Country Program
The JICA Country Program is a document formulated by JICA that presents JICA's direction on medium-term to long-term cooperation to the target country, to be implemented within the framework of country-specific aid policy. It encompasses development goals, development issues, project plans, and points to consider in implementing aid. It also provides a rolling plan for each development issue, covering a period of three to five years.

● JICA Partnership Program with NGOs, Local Governments and Institutes
This program is concerned with providing cooperation in areas of social development involving a small-scale but detailed response and intellectual support with Japanese NGOs, local government authorities, universities, and private companies possessing practical experiences in these areas. Currently this program is conducted as part of the JICA Partnership Program.

● Joint Evaluation
An evaluation carried out together with relevant organizations in the partner country or with other donors.

[L]

● Lessons Learned
Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.

● Loan Assistance (Yen Loan)
The term is paired with grant aid and refers to a government loan with a long repayment period and a low-interest rate for relatively large-scale projects that support socioeconomic development in developing countries. Since JBIC provides yen-based loans after examining projects, it is also known as yen loan.

● Local Cost
Of the funds necessary for the implementation of projects, local cost refers to the costs procured in partner countries in local currency, such as budget for local remuneration for construction and procurement of equipment. When a project is jointly implemented, it refers to costs that should be borne by the partner country (costs for land acquisition, facility construction, facility maintenance, and project management).

● Logical Framework
"Logical Framework" identifies the project's main elements (input, output, purpose, etc.) and their cause-effect relationships, and the assumptions or risks that may influence success and failure. It thus facilitates planning, execution, and evaluation. A similar framework is also applied to PDM. See "Project Design Matrix" (PDM)

● Logic Model
Logical presentation of processes and relations that lead to outcomes in a project or program. The model logically shows goals, outputs, and inputs as well as their cause-effect relations, indicators, and important assumptions.

[M]

● Means of Verification
Means of verification refers to information sources and survey methods used to measure the achievement of a project. One of the elements of logical framework (PDM).

● Meta-evaluation
Meta-evaluation refers to analysis of a series of evaluation results. It also examines the quality of evaluation and the performance of the evaluators, as the "evaluation of evaluation."

● Mid-term Evaluation
Refers to an evaluation conducted at the mid-term of a project, examining points such as the efficiency and relevance of the project. It provides information for deciding whether or not the initial planning needs to be revised.

● Millennium Development Goals (MDGs)
The eight "goals" to be ensured by 2015, announced at the United Nations Millennium Summit in 2000; (1) Eradicate Extreme Poverty and Hunger, (2) Achieve Universal Primary Education, (3) Promote Gender Equality and Empower Women, (4) Reduce Child Mortality, (5) Improve Maternal Health, (6) Combat HIV/AIDS, Malaria and Other Diseases, (7) Ensure Environmental Sustainability, and (8) Develop a Global Partnership for Development.

● Monitoring
A continuing function that uses a systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development project with indications of the extent of progress in the use of all allocated funds.

[N]

● NGO
Non Governmental Organization: Non profit-making organizations in non-governmental or private sectors

● NGO-JICA Council
Consultative organization to promote partnership between NGOs and JICA.

● NGO-JICA Evaluation Subcommittee
This organization, which is subordinate to the NGO-JICA Council, conducts interactive study on evaluation and development of evaluation methods.

[O]

● ODA
Official Development Assistance: Economic assistance provided by governmental organizations in developed nations to developing nations. It is divided into two categories; (1) bilateral assistance such as grant, loan, compensation, and technical cooperation, and (2) multilateral assistance where donors provide funds or contributions via international organizations.

● Organization for Economic Cooperation and Development (OECD)
The OECD aims to maximize the member countries' economic growth, expanding trade, and helping nonmember countries develop more rapidly through exchange of economic data and creation of unified policies. The OECD has three major councils: Economic

Policy Committee (EPC), Trade and Development Board (TDB), and Development Assistance Committee (DAC).

● Outcome
It refers to short-, medium-, and long-term effects achieved by the outputs of a project. Long-term effect is called "impact" in some organizations.

● Output
It refers to the services and results produced by the implementation of a project. In other words, it refers to the changes brought by the project including those related to the accomplishment of outcome. One of the elements of Logical Framework (PDM).

● Overall Goal
The overall goal refers to the indirect and long-term impact defined at the project-planning stage. One of the elements of logical framework (PDM).

● Overseas Training
It refers to "In-country Training" and "Third-country Training". See also "In-country Training" and "Third-country Training".

[P]

● Participatory Evaluation
An evaluation in which representatives of donors, implementing agencies, and stakeholders (including beneficiaries) work together to evaluate all stages of a project; plan a study, implement it and analyze study results.

● Partnership Program
A program under which Japan and a developing country, as an emerging donor, jointly provide assistance to another developing country on equal terms, including cost sharing.

● Peace-building
Comprehensive approaches to achieve peace, consisting of military action, political action (including PKO, preventive diplomacy, armament limitation and reconciliation, etc.), and development assistance. JICA takes care of development assistance, working in the field of reconciliation, governance support, security, rehabilitation of social infrastructure, economic recovery, support for the socially vulnerable, and humanitarian emergency relief.

● Performance
This information shows the achievement degree of project purpose and overall goal, output status, input situations, etc., in comparison to the achievement targets set in the planning stage.

● Poverty Reduction Strategy Paper (PRSP)
An independently prepared report that the 1999 World Bank and International Monetary Fund (IMF) Development Committee required of heavily indebted poor countries (HIPCs) hoping for debt reductions, for the purpose of approving or disapproving debt reduction. Special attention to poverty countermeasures is required in preparing the paper.

● Preconditions
An element of logical framework (PDM), "preconditions" refers to the requirements that must be satisfied before implementing a project.

● Primary Health Care (PHC)
An approach to health care in which diagnosis, treatment, and efforts to raise health standards are handled integrally on the local level. Available to all members of local communities, PHC aims to establish affordable and accessible systems of medical care. PHC is composed of eight elements: (1) health education, (2) provision of food and improvement of nutrition (3) supply of safe water and hygiene management, (4) maternal and child health (including family planning), (5) preventative vaccines, (6) prevention and control of epidemic illness prevailing in regions, (7) appropriate treatment of general illnesses and injuries, and (8) supply of essential drugs.

● Program Approach
Aid method that combines a number of related projects organically in providing assistance. JICA defines a program as a strategic framework to assist a developing country in achieving mid- and long-term specific development goals (cooperation goals and appropriate cooperation scenario to achieve those goals).

● Project Design Matrix (PDM)
PDM is the term used in the PCM method, describing the logical framework of a project to facilitate planning, monitoring, and evaluation. It is composed of elements such as narrative summary, indicators, methods to acquire data, external factors, input, and preconditions.

● Project Purpose
The project purpose is the target expected to be achieved by the completion of a project. One of the elements of logical framework (PDM).

● Project-type Technical Cooperation
A type of technical cooperation under which three kinds of aid schemes (dispatch of Japanese experts, acceptance of trainees, and provision of equipment) are integrated and implemented as a program. It has been integrated into Technical Cooperation Projects since fiscal 2002.

● Provision of Equipment
The provision of equipment needed generally for technical transfer. JICA provides the necessary equipment as a part of technical cooperation toward the effective implementation of the various types of Technical Cooperation Projects.

[R]

● Recommendations
Specific measures, suggestions and advice obtained from evaluation results aimed at enhancing the effectiveness, quality, or efficiency of the project concerned; redesigning the objectives; and/or the reallocation of resources.

● Relevance
Relevance, one of the Five Evaluation Criteria, refers to the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and partner's and donor's policies. In addition, it examines appropriateness of strategy or approaches taken by a project, as well as whether it has a legitimacy to be implemented through ODA.

● Research Cooperation
A type of technical cooperation under which researchers from Japan and developing countries engage in joint research on topics related to economic and social development in specific developing countries. Cooperation normally lasts three years. JICA sends groups of experts, accepts counterparts for training, and, when necessary, formulates special measures to provide portable equipment and local working costs. It has been integrated into Technical Cooperation Projects since fiscal 2002.

● Results-based Management
A management strategy focusing on performance and achievement of outputs, outcomes, and impacts.

[S]

● Secondary Evaluation
Evaluation performed on an evaluation performed by another person (primary evaluation). It is also called meta-evaluation since it is an evaluation of an evaluation to verify the quality of primary evaluation. See also "Meta-evaluation"

● Senior Advisor
An expert who belongs to JICA. Overseas, they work as high-level advisors, project leaders, and general experts, while in Japan, they conduct various kinds of research, offer advice on research, train would-be experts, and instruct in technical training for participants overseas.

● Senior Volunteers
Volunteers between the ages of 40 and 69 who are dispatched to developing countries for cooperation.

● South-South Cooperation
Mutual economic development among developing countries through regional cooperation. Since the capital-intensive, knowledge-intensive technology of the more developed countries often fails to meet the needs and the situations of developing countries, cooperation among developing countries through institutions such as the United Nations Conference on Trade and Development (UNCTAD) has been encouraged.

● Sustainability
One of the Five Evaluation Criteria. It refers to the continuation of benefits of a project after the project assistance is completed.

[T]

● Target Group
The specific individuals or organizations for whose benefit the development intervention is undertaken.

● Technical Cooperation Project
One of JICA's cooperation schemes launched in 2002. This scheme allows flexibility in terms of project period, scale, and components (e.g. dispatch of experts, acceptance of trainees, and provision of equipment). It is defined as "development aid to achieve a certain output within a certain period under the cause-effect relation among input, output and activities," including Project-type Technical Cooperation and team dispatch of experts.

● Technology Transfer
Organizations and individuals possessing specific skills transfer them to other organizations and individuals through education and training, and then strive to ensure that they take root and spread. In the case of international cooperation, production and managerial skills required for further development in developing countries are transferred from developed countries or companies.

● Terminal Evaluation
Terminal evaluation is performed right before completion of a project, focusing on the achievement of project purpose, its efficiency, and sustainability. Based upon the results of the evaluation, JICA determines whether it is appropriate to complete the project or necessary to extend follow-up cooperation.

● Thematic Evaluation
Focusing on the themes of specific sectors, major issues (such as environment, poverty, and gender) and project schemes, a bundle of relevant projects are evaluated. The results of evaluation are reflected in establishing related development policies and the formation of related projects.

● Third-country Experts
Technical experts of developing countries dispatched to another developing country as south-south cooperation. Third-country experts are expected to transfer their techniques more effectively making the most of the similarity of their environment, technical level, language and cultural aspects.

● Third-country Training
A type of training implemented by JICA aimed at enabling a partner country that was subjected to technical transfer from Japan to hand on the knowledge and techniques it has acquired to neighboring countries. The host country invites trainees from neighboring countries with similar natural, social, or cultural environments individually or in groups to be trained in the appropriate technique in accordance with each country's local circumstances. It has been integrated into Technical Cooperation Projects since fiscal 2002.

● Training in Japan
One of the forms of the "Acceptance of Technical Training Participants" conducted in Japan.

[V]

● Volunteer Program
In this report, it refers to Japan Overseas Cooperation Volunteers, Senior Volunteers, Japan Overseas Development Youth Volunteers, and Senior Volunteer for Overseas Japanese Communities.

[W]

● Women in Development (WID)
The essence of WID is that women are not merely the beneficiaries but also the agents of development. Women play an extremely important role in economic and social activities. Awareness that women's participation in development is indispensable to effective development aid led to the concept of WID.

Abbreviation

BHN: See "Basic Human Needs"
CD: See "Capacity Development"
CIDA: Canadian International Development Agency
DAC: See "Development Assistance Committee"
DFID: UK Department for International Development
IMF: International Monetary Fund
JBIC: See "Japan Bank for International Cooperation"
JOCV: See "Japan Overseas Cooperation Volunteers"
MDGs: See "Millennium Development Goals"
OECD: See "Organization for Economic Cooperation and Development"
PDM: See "Project Design Matrix"
PRSP: See "Poverty Reduction Strategy Paper"
UNDP: United Nations Development Programme
USAID: U.S. Agency for International Development
WBI: World Bank Institute
WHO: World Health Organization
WID: See "Women in Development"

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