

Challenges and Concerns of Japan's Development Cooperation:

Japan's ODA Evaluation and Evaluation Criteria

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Overview

Historical Background

- 1954: Japan joined the Colombo Plan
- 1955: started financial assistance as payment of post-war reparations
- 1960: joined DAG (Development Assistance Group)
- 1961: joined OECD-DAC (Development Assistance Committee)
- 1964: joined OECD
- 1975: OECF started ex-post project evaluation
- 1981: MoFA started policy/program evaluation
JICA started project evaluation
- 1990: FASID developed PCM planning method, and later monitoring/evaluation method
- 1991: DAC Principles for Evaluation of Development Assistance**
- 1991-: JICA introduced PDM and started mid-term/terminal evaluation
- 2001: JICA published JICA Evaluation Guides
- 2001: (Government Policy Evaluation Act (Act No.86 of 2001))
- 2003: MoFA published 1st Edition of ODA Evaluation Guidelines
- 2008: New JICA started ex-post evaluation (including rating) of all projects

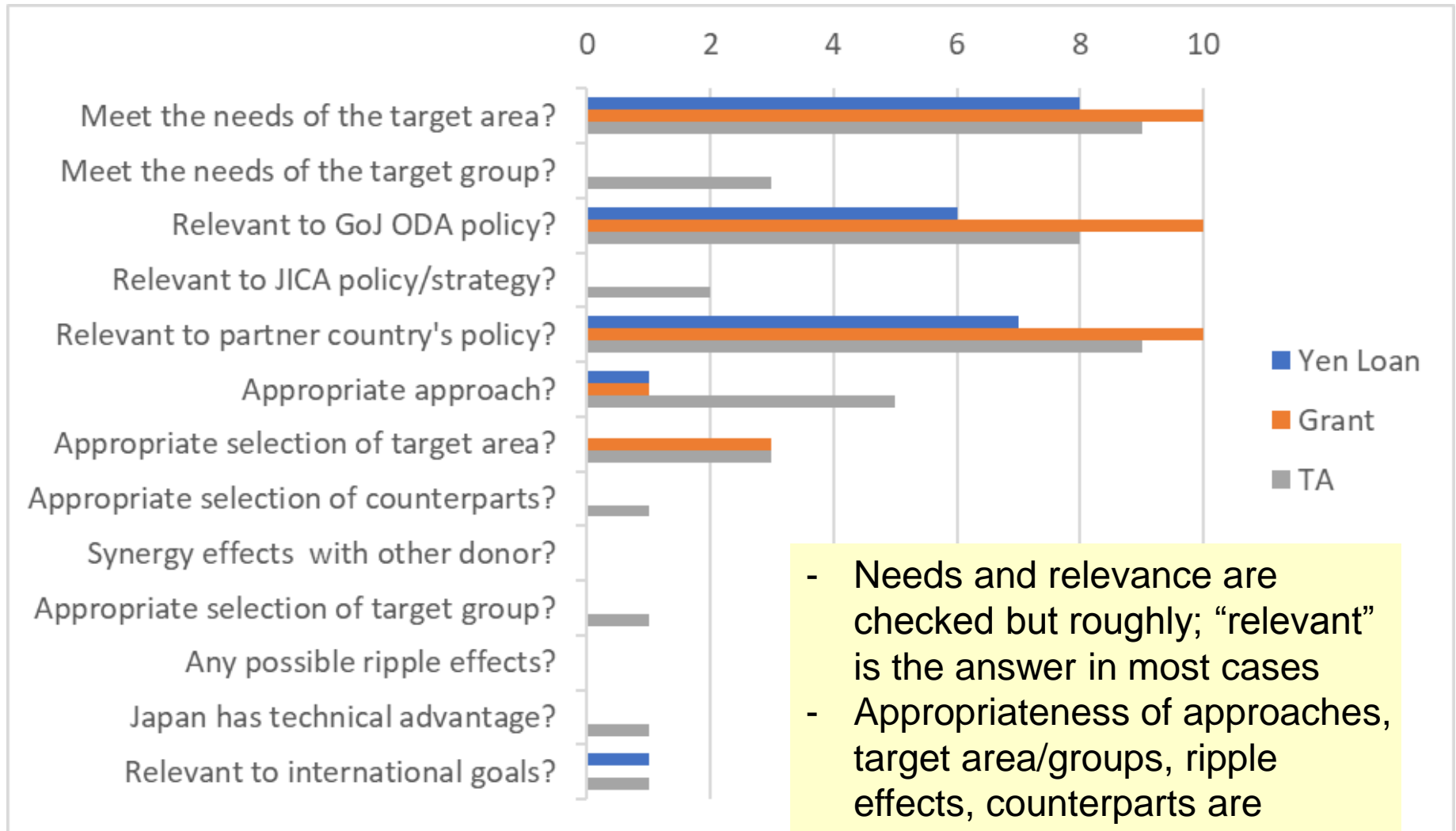
Project-Program-Policy Evaluation

Level	Name	Object	Done by	Key Criteria
Policy-level	Country assessment evaluation	ODA country policy	MoFA (third party)	<ul style="list-style-type: none"> - Relevance of policies (applicable to DAC 5 evaluation criteria: relevance) - Effectiveness of results ("": effectiveness) - Appropriateness of processes ("": efficiency) - Evaluation from diplomatic viewpoints
	Priority issue evaluation	ODA policy on priority issues and sectors	MoFA (third party)	
	Aid modality evaluation	ODA aid modality	MoFA (third party)	
Program-level	Sector evaluation	Sector development program	MoFA (third party)	
	Thematic evaluation	Cooperation program	JICA (trial)	<ul style="list-style-type: none"> - Positioning - Strategic aspect - Contribution
Project-level	Project ex-ante evaluation	Individual projects	JICA (internal)	<ul style="list-style-type: none"> - Relevance - Efficiency - Effectiveness - Impact - Sustainability
	Project ex-post evaluation	Individual projects	JICA (third party)	
	Project mid-term / terminal evaluation	Individual projects	JICA (internal)	
	Impact evaluation	Specific projects	JICA / JICA Research Institute	Rigorous measurements of project outcomes

What evaluation questions are used for each criteria?

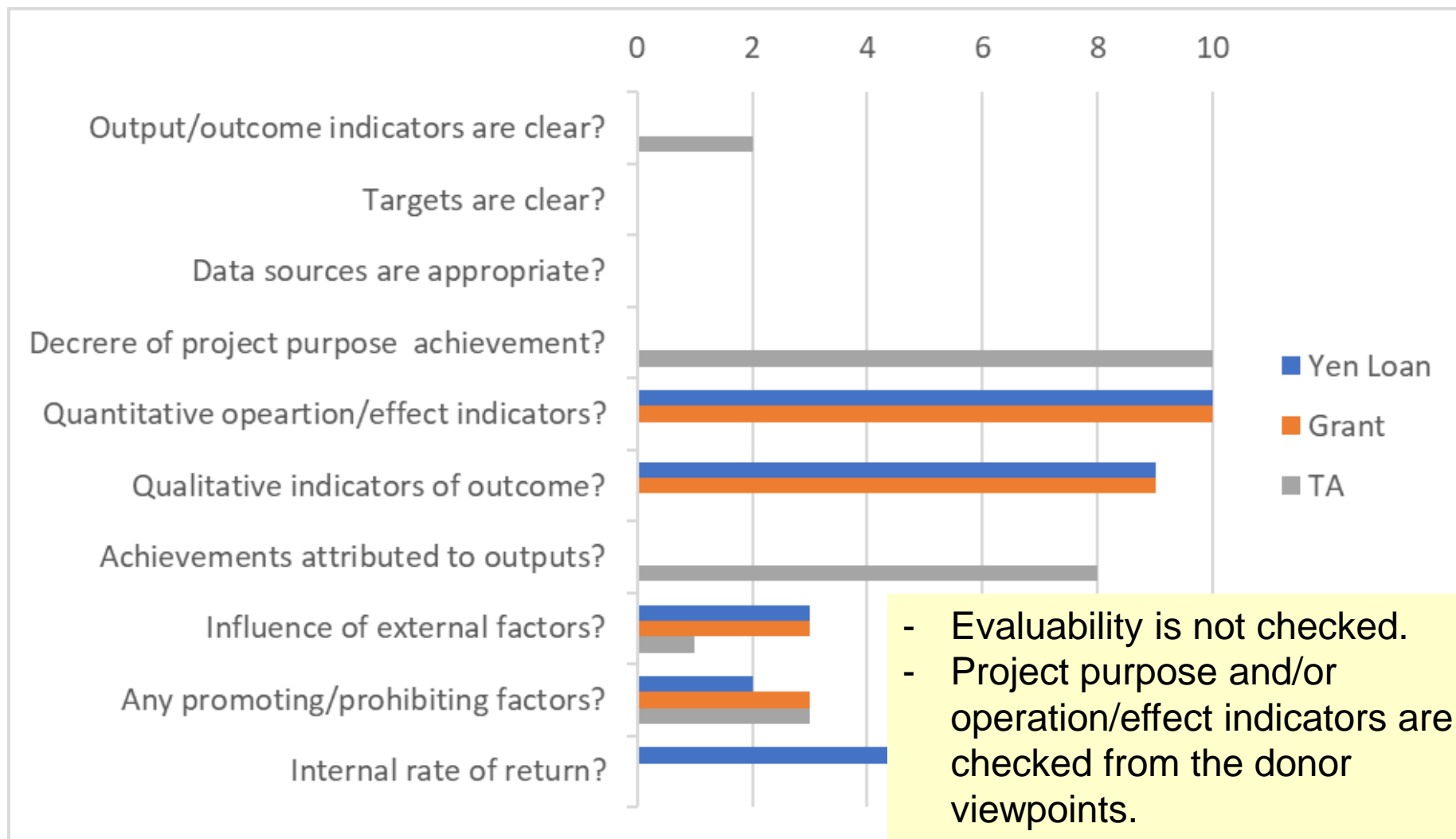
Source: JICA (2012) “Review of evaluation viewpoints and judgement standards under the DAC 5 evaluation criteria”

Evaluation questions: relevance



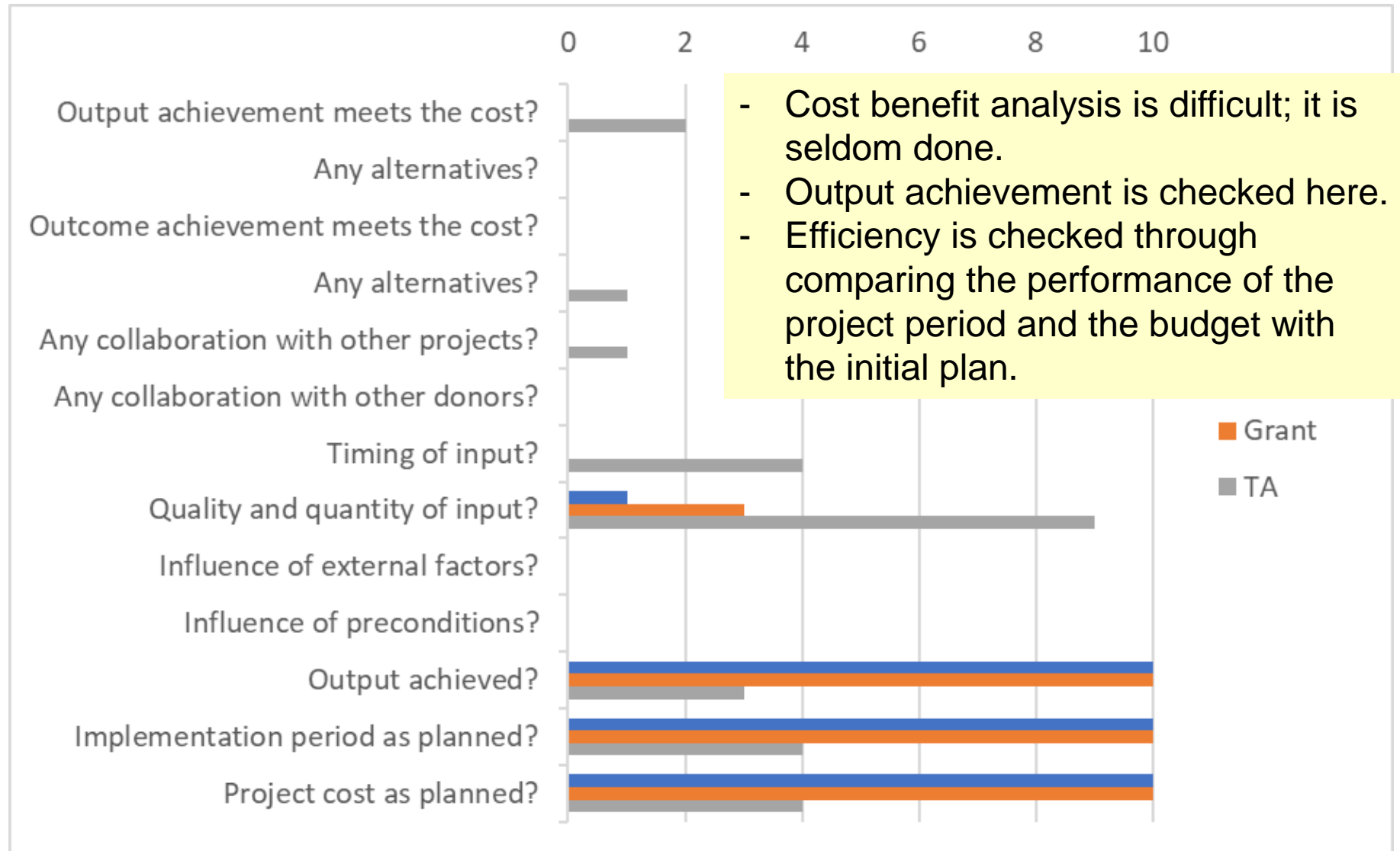
- Needs and relevance are checked but roughly; “relevant” is the answer in most cases
- Appropriateness of approaches, target area/groups, ripple effects, counterparts are seldom checked.

Evaluation questions: effectiveness

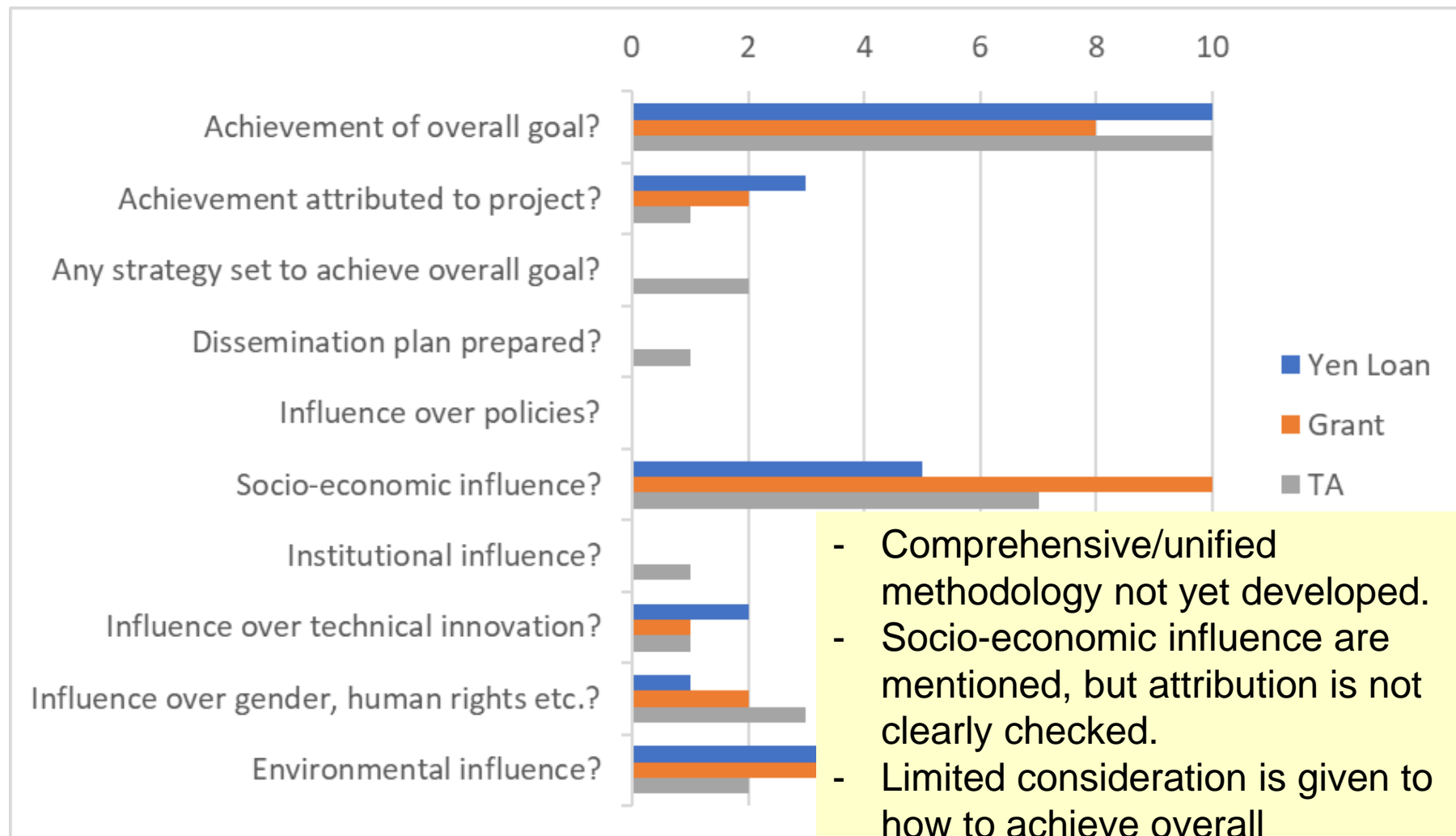


- Evaluability is not checked.
- Project purpose and/or operation/effect indicators are checked from the donor viewpoints.
- Attribution is not clearly checked.

Evaluation questions: efficiency

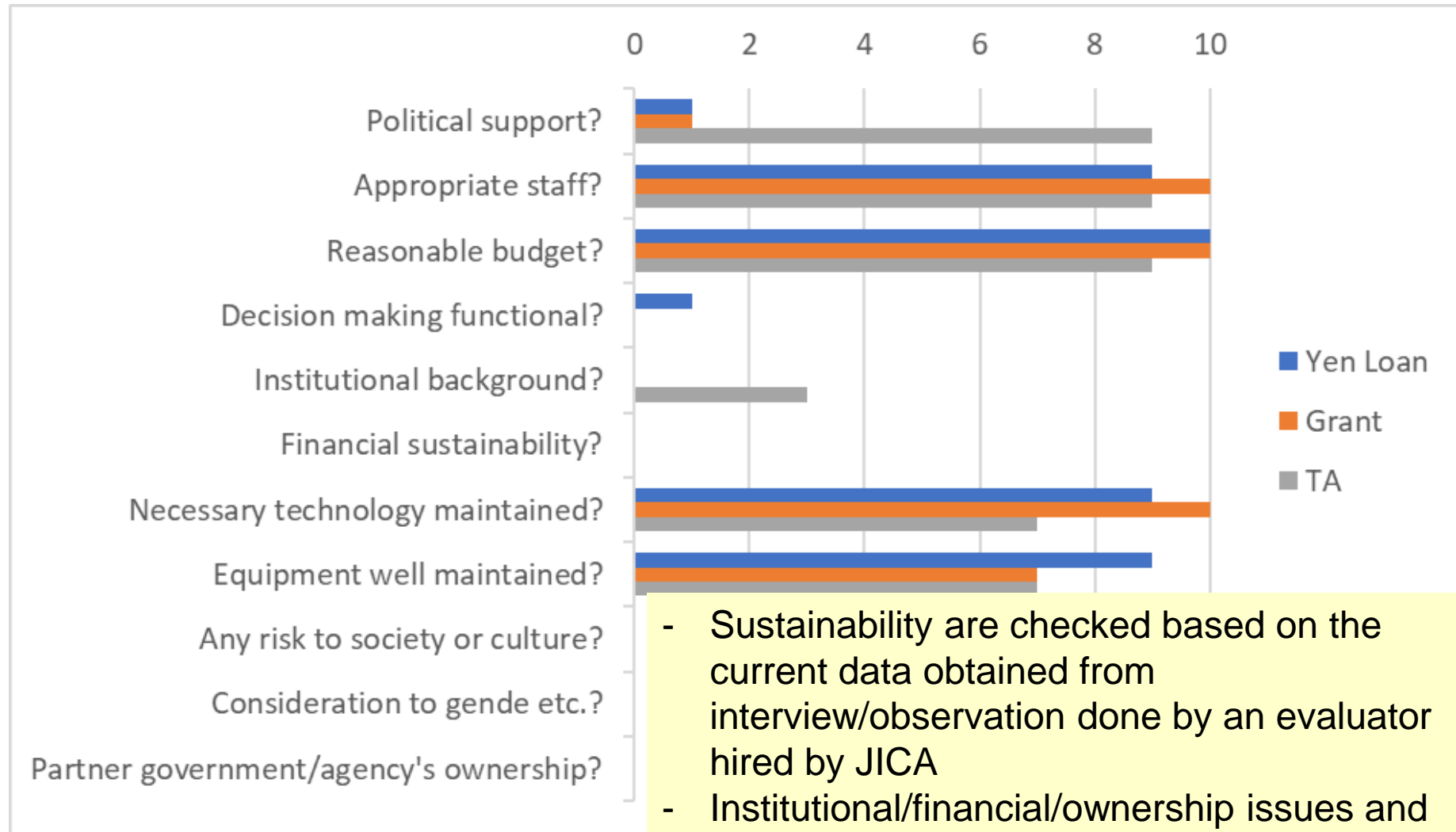


Evaluation questions: impact



- Comprehensive/unified methodology not yet developed.
- Socio-economic influence are mentioned, but attribution is not clearly checked.
- Limited consideration is given to how to achieve overall goal/dissemination, influence over policies/institutions/gender etc.

Evaluation questions: sustainability



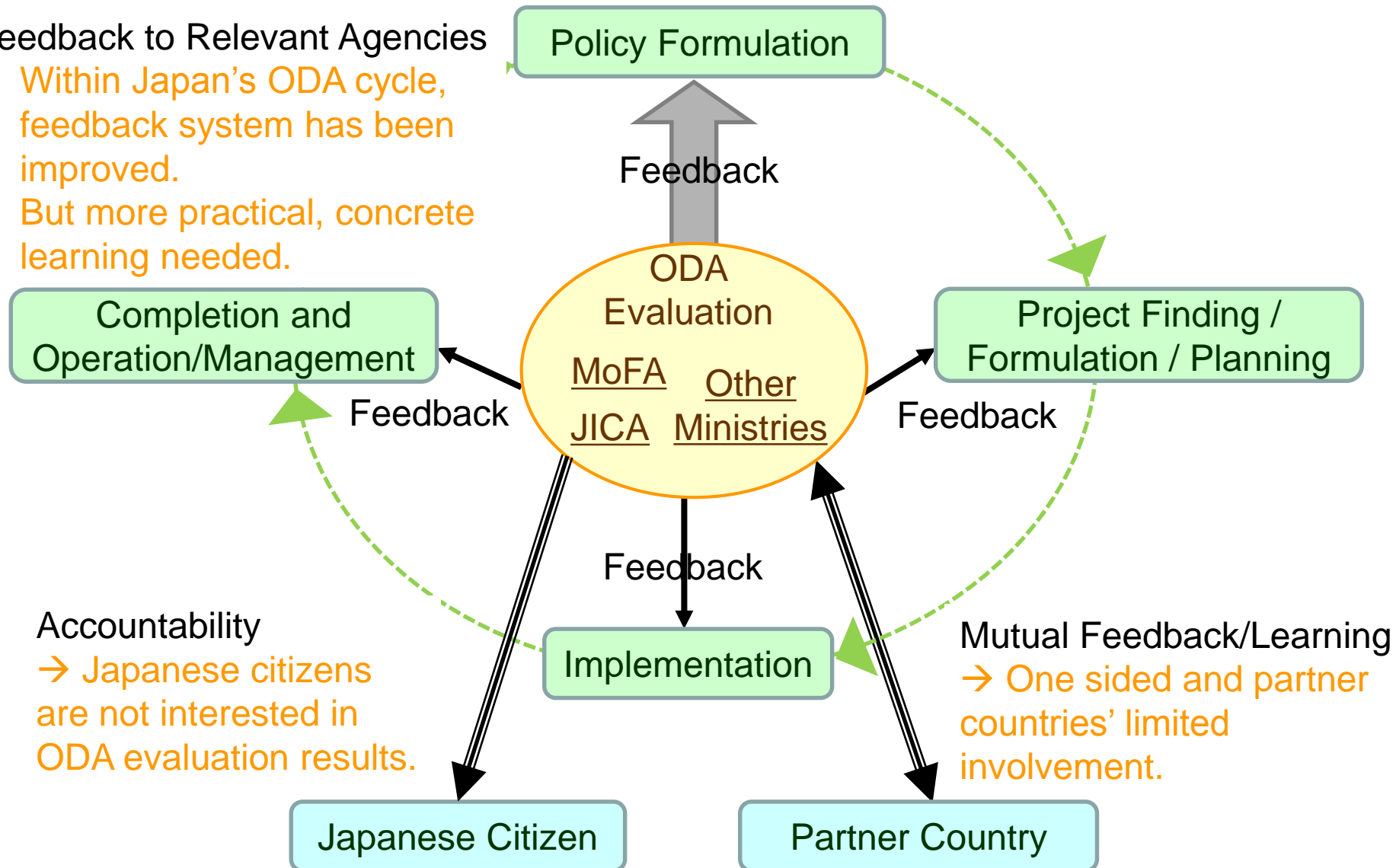
- Sustainability are checked based on the current data obtained from interview/observation done by an evaluator hired by JICA
- Institutional/financial/ownership issues and social/cultural risks, consideration to gender etc. are not assessed.

What are the challenges and concerns?

Role of ODA Evaluation

Feedback to Relevant Agencies

- Within Japan's ODA cycle, feedback system has been improved.
- But more practical, concrete learning needed.



Challenges and Concerns

- To attain the objectives of the evaluation, learning and accountability, the use of evaluation need be improved.
- MoFA and JICA made efforts in introducing management response system; and lessons and recommendation database, respectively.
- Difficulties in producing timely, useful recommendations:
 - Methods to find promoting/prohibiting factors and to produce useful recommendations are not well developed.
 - Some key questions are not assessed or roughly assessed with limited evidences shown.
 - Third-party evaluators may have limited knowledge.
 - Partner governments are not so much interested in ex-post evaluation, since they are not involved.
- Jargons and very brief reporting keep Japanese citizens' interest.



How much you know and use?

表2 世界銀行の研究に対する価値とスタッフによる精通度に係る調査結果

WB		(2) 業務に対する世界銀行研究の価値	
		Low 低	High 高
(1) 知識: スタッフの世界銀行研究 に対する精通度 Staff knowledge on impact eva. research	低 Low	(ア) Happily uninformed 「知らされなくて結構」 人数:117 (22.54%) 平均精通度: 3.35 平均価値 : 2.72 Energy, industry, infrastructure etc. Persons Knowledge (1-10) Value (1-10)	(イ) Frustrated uninformed 「知らされないと嫌だ」 人数: 123 (23.70%) 平均精通度: 4.00 平均価値 : 6.35
	高 High	(ウ) Independently well-informed 「仕事には不要だが、関心あり」 人数: 62 (11.95%) 平均精通度: 7.26 平均価値 : 2.90	(エ) Functionally well-informed 「活用し、よく知っている」 人数: 217 (41.81%) 平均精通度: 7.58 平均価値 : 7.57 Poverty, Economic policy, education, health

(出所) Ravallion (2011) より筆者訳

(回答者数:519)

表3 PEGNetによる調査結果

Germany		日常業務に対する研究の価値	
		Low 低	高
活用度合 Staff use of impact eva. research	低 Low	(ア) Happily uninformed 「知らされなくて結構」 40%	(イ) Frustrated uninformed 「知らされないと嫌だ」 17.14%
	高 High	(ウ) Independently well-informed 「仕事には不要だが、関心あり」 9.52%	(エ) Functionally well-informed 「活用し、よく知っている」 33%

(出所) Kleeman & Bohem (2013) から筆者まとめ。

(回答者数:105)



Policy makers want to use evidences?

- Policy making is not only based on evidences (ideology, customs, intuition etc.)
- For policy makers, necessary evidence is difficult to get
- For policy makers, evidence is difficult to understand/use:
 - Timeliness;
 - Too academic;
 - Quality/reliability is not clear;
 - Evidences under different circumstances/goals; and
 - Continuous follow-up needed.

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Thank you!



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