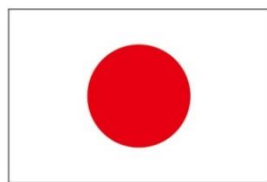


The 13th ODA Evaluation Workshop

December 9-10, 2015

Tokyo, Japan



**From
the People of Japan**



[Opening Session]



(Welcome Speech by Mr. Masakazu Hamachi, Parliamentary Vice-Minister for Foreign Affairs of Japan)



(Chair, Dr. Ryokichi Hirono)

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Program

9th December (Wednesday) : Day-1	
(9:30 open) 10:00-10:40	<p>[Opening Session] (at Conference Room 4)</p> <ul style="list-style-type: none"> - Opening Remarks by Chair, Dr. Ryokichi Hirono, Professor Emeritus at Seikei University/Former President of Asia Pacific Evaluation Association - Welcome Speech by Mr. Masakazu Hamachi, Parliamentary Vice-Minister for Foreign Affairs of Japan - Taking Commemorative Photos
10:40-10:50	Short Break
10:50-11:00 11:00-12:30	<p>(Introduction of Workshop)</p> <p>[Plenary Session] (at Conference Room 4) Moderator: Dr. Ryokichi Hirono, Professor Emeritus at Seikei University/Former President of Asia Pacific Evaluation Association</p> <p style="color: red;">Agenda 1: Efforts to Establish Better Feedback Mechanism in Development Cooperation</p> <p>[Presentation-1] “Policy and Program Level Evaluations and the Feedback Mechanism in Development Cooperation” By: Mr. Keichi Muraoka, Director, ODA Evaluation Division, Minister’s Secretariat, Ministry of Foreign Affairs of Japan</p> <p>[Presentation-2] “The Philippine Evaluation Policy Framework: Supporting Evidence-based Decision Making” By: Mr. Rolando G. Tungpalan, Deputy Director-General, National Economic and Development Authority, the Philippines</p> <p>[Discussion] Commentator: Mr. Lal Bahadur Khatri, Under Secretary, Ministry of Finance, Nepal</p>
12:30-13:30	Lunch (at Mita Room)
13:30-15:00	<p>[Plenary Session] (at Conference Room 4) Moderator: Mr. Naonobu Minato, Visiting Professor at International University of Japan/Executive Director of Japan Evaluation Society</p> <p style="color: red;">Agenda 2: Development and Improvement of Evaluation Capacities, and Partner Country’s Ownerships for Evaluation</p> <p>[Presentation-3] “Partner Country's Ownership and Strategies for Evaluation Capacity Development (ECD)” By: Dr. Arunaselam Rasappan, President, Asia Pacific Evaluation Association</p> <p>[Presentation-4] “Developing and Strengthening Evaluation Capacities” By: Mr. Hans Lundgren, Manager of the DAC Evaluation Network, OECD/DAC Secretariat</p> <p>[Discussion] Commentator: Mr. Banchong Amornchewin, Director of the Planning and Monitoring Branch, Thailand International Cooperation Agency, Thailand</p>
15:00-15:20	Coffee Break (at Lounge)

15:20-16:50	<p>[Working Group-1] (at Room A·B) Moderator: Mr. Keiichi Muraoka, Director, ODA Evaluation Division, Minister's Secretariat, Ministry of Foreign Affairs of Japan</p> <p>Agenda 3: Impact Evaluation for Evidence-based Policy Making [Presentation-5] "Evidence-based Practice – Basics and Global Trends –" By: Dr. Tomoya Masaki, Senior Advisor, Evaluation Department, Japan International Cooperation Agency [Presentation-6] "Impact Evaluation – Case Studies –" By: Mr. Satoshi Shigiya, Deputy Director General, Evaluation Department, Japan International Cooperation Agency [Discussion] Commentator: Mr. Hans Lundgren, Manager of the DAC Evaluation Network, OECD/DAC Secretariat Mr. Rolando G. Tungpalan, Deputy Director-General, National Economic and Development Authority, the Philippines</p>
15:20-16:50	<p>[Working Group-2] (at Room D·E) Moderator: Mr. Naonobu Minato, Visiting Professor at International University of Japan/Executive Director of Japan Evaluation Society</p> <p>Agenda 4: Evaluation of Environmental and Climate Change Projects [Presentation-7] "Mainstreaming Climate Action into Development Planning" By: Mr. Isao Endo, Senior Policy Researcher, Institute for Global Environmental Strategies [Presentation-8] "Evaluation of Environmental and Climate Change Projects – Fiji's Experience" By: Mr. Ledua Vakaloloma, Acting Chief Economic Planning Officer, ODA Unit, Budget Division, Ministry of Finance, Fiji [Discussion] Commentator: Dr. Ryokichi Hirono, Professor Emeritus at Seikei University/Former President of Asia Pacific Evaluation Association</p>
17:30-19:30	Dinner Reception hosted by JICA (at Mita Room)

10th December (Thursday) : Day-2	
(9:30 open) 10:00-11:30	<p>[Plenary Session] (at Conference Room 4) Moderator: Dr. Ryokichi Hirono, Professor Emeritus at Seikei University/Former President of Asia Pacific Evaluation Association</p> <p>Agenda 5: New Topics for Evaluation to Achieve SDGs [Presentation-9] "The Role of UNDP in Advancing the SDGs" By: Dr. Indran A. Naidoo, Director of Independent Evaluation Office, UNDP [Presentation-10] "Towards a Transformative Evaluation of SDGs" By: Dr. Yuriko Minamoto, Professor at Meiji University/Vice President of Japan Evaluation Society [Discussion] Commentator: Ms. Yasuko Nishino, Director General, Evaluation Department, Japan International Cooperation Agency</p>
11:30-11:45	Coffee Break (at Lounge)
11:45-12:15	<p>[Closing Session] (at Conference Room 4) - Chair's Summary by Dr. Ryokichi Hirono, Professor Emeritus at Seikei University/Former President of Asia Pacific Evaluation Association - Closing Remarks by Mr. Kingo Toyoda, Deputy Director-General, International Cooperation Bureau, Ministry of Foreign Affairs of Japan</p>

**Opening Remarks by Mr. Masakazu Hamachi,
Parliamentary Vice-Minister for Foreign Affairs of Japan
On the Occasion of the 13th ODA Evaluation Workshop**

(Tentative translation)

Distinguished participants,
Ladies and gentlemen,

Welcome to the ODA Evaluation Workshop.

I am Masakazu Hamachi, Parliamentary Vice-Minister for Foreign Affairs of Japan. It gives me great pleasure that the 13th ODA Evaluation Workshop is being held here in Tokyo. I would like to express my appreciation for your participation.

Since ODA is an important tool for securing peace, stability and prosperity of the international community, Japan is utilizing ODA in a proactive and strategic manner in wide-ranging areas, to solve the diverse, complex and widespread development challenges that the world is facing today. On the other hand, as ODA is financed by tax revenues from the public, it is essential to gain the understanding and support of the people both in the donor country and in the partner country in order to ensure sustainable implementation of development cooperation. In this regard, ODA evaluation is inextricably linked to the implementation of ODA, and it should develop together with the advancement of ODA.

Japan has convened 12 ODA Evaluation Workshops since 2001. Through the mutual learning process of the participants, this Workshop has contributed to the promotion, in the Asian and Pacific countries, of people's understanding towards ODA evaluation and of related capacity development. In this region, the Asia Pacific Evaluation Association (APEA) was established in 2012, which is the first evaluation network in the region. I am delighted to be able to hold the Workshop here today with the participants from APEA and the Asian and Pacific countries.

Ladies and Gentlemen,

2015 has been an essential milestone year for ODA evaluation in the field of development cooperation for the international community and Japan.

First, in September this year, as you know, the 2030 Agenda for Sustainable Development was adopted by the General Assembly of the United Nations. This Agenda refers to the importance of building a new global partnership in which all stakeholders play their respective roles, and it indicates common challenges to be addressed by the international community in order to eliminate poverty from the earth and to transform the world into a sustainable planet by 2030. The Agenda also states that, upon implementation, it is essential to

build a follow-up and review framework that is rigorous and based on evidence, informed by country-led evaluations and data. At the same time, the Agenda points out the need for enhancing capacity development, which includes the strengthening of evaluation projects implemented in partner countries.

Also, in February this year, the Government of Japan revised the ODA Charter, which had formed the foundation of Japan's ODA policy, and the new Development Cooperation Charter was approved by a cabinet decision. The new Charter clearly states the importance of evaluation, not only for improving effectiveness and efficiency but also for accountability to the public, and it states that the results of evaluation are to be feedback to the decision-making and program/project implementation processes. Japan must therefore strengthen our evaluation efforts.

Furthermore, 2015 is the International Year of Evaluation, best known as EvalYear. As the attention of the international community on development policies, ODA project evaluation and monitoring is increasing, there have been many events throughout this year, and there is increasingly strong expectation that evaluation will be a useful tool for the formulation and implementation of development policies by partner countries themselves. Japan wishes to contribute to the advancement of evaluation by working in tandem with other movements in the international community including EvalNet, an organization of OECD/DAC. It is our hope that this Workshop will also contribute to that end, as a wrap-up event of EvalYear.

Taking such recent developments into consideration, anticipated topics of discussion at this year's Workshop include recent experiences in ODA evaluation, evaluation efforts to achieve the Sustainable Development Goals by 2030, and evaluation of environmental and climate change projects, which is a hot topic for the Asian and Pacific countries.

I sincerely hope that there will be very active discussion among the participants at this Workshop, and that this Workshop will contribute to evaluation efforts in the Asian and Pacific countries, as well as to the strengthening of the evaluation network. Once again, I would like to thank everyone for your participation, and end my remarks by wishing you all a great two days at this Workshop.

Thank you for your attention.

Chair's Summary

The 13th ODA Evaluation Workshop in Tokyo on December 9th and 10th, 2015

The 13th ODA Evaluation Workshop organized by the Government of Japan was held in Tokyo, Japan on December 9th and 10th, 2015.

1. Opening Session

The chair, Dr. Ryokichi Hirono, Professor Emeritus at Seikei University/Former President of the Asia Pacific Evaluation Association gave the opening remarks. Mr. Masakazu Hamachi, Parliamentary Vice-Minister for Foreign Affairs of Japan, gave a welcome speech to express his gratitude to all the representatives attending the Workshop.

2. Agenda 1 (Plenary Session): Efforts to Establish Better Feedback Mechanism in Development Cooperation

In Agenda 1, two presentations were made on efforts and challenges to establish a better feedback mechanism in development cooperation: the first presentation was made by Mr. Keiichi Muraoka, Director, ODA Evaluation Division, Minister's Secretariat, Ministry of Foreign Affairs of Japan, and the second presentation was made by Mr. Rolando G. Tungpalan, Deputy Director-General, National Economic and Development Authority, the Philippines. Following the presentations, Mr. Lal Bahadur Khatri, Under Secretary, Ministry of Finance, Nepal, further emphasized the need for channelizing stakeholders for individualistic/subjective evaluation. Dr. Ryokichi Hirono moderated the discussion.

The major points of the discussion were the following:

- 1) Importance of evidence-based evaluation and evaluation framework
- 2) Independence of evaluation, and importance of monitoring mechanism and evaluation machinery
- 3) Performance-informed budgeting system, and necessity for legislating or allocating certain proportion of the annual budget for evaluation
- 4) Taking partner country's perspective through joint evaluation to strengthen evaluation ownership and capacity development in partner countries

In the discussion that followed the presentation, important points were raised from the floor regarding, among others, some of the basic issues facing many partner countries such as data collection relevant to measuring the outcome of policies, programs, and projects. Japan's triangular cooperation mechanism in this regard may be of some relevance to respond to this issue.

3. Agenda 2 (Plenary Session): Development and Improvement of Evaluation Capacities, and Partner Country's Ownerships for Evaluation

In Agenda 2, two presentations showed the importance of development and improvement of evaluation capacities for both donor and partner countries: the first presentation was made by Dr. Arunaselam Rasappan, President of the Asia Pacific Evaluation Association (APEA), and the second presentation was made by Mr. Hans Lundgren, Manager of the DAC Evaluation Network, OECD/DAC Secretariat. The presentations also highlighted the partner country's ownership for evaluation and key approaches to strengthening it. Mr. Banchong Amornchewin, Director of the Planning and Monitoring Branch, Thailand International Cooperation Agency, Thailand, shared his perspectives on the theme. Mr. Naonobu Minato, Visiting Professor at International University of Japan/Executive Director of the Japan Evaluation Society moderated the discussion after the presentations.

Some of the major issues raised and key suggestions made were:

- 1) Diverse approaches to evaluation capacity development (ECD)
- 2) Sharing three approaches to support evaluation capacity strengthening
 - Taking action within a strategic framework
 - Delivering effective support
 - Focusing on results and longer term
- 3) Mainstreaming evaluation in the program designing stage
- 4) Necessity of evaluation mindset and evaluation culture
- 5) Need for evaluation innovation, including better reporting system
- 6) Need for going beyond technical competence in enhancing evaluation capacity, for example, ethical and sensitivity dimensions

4. Agenda 3 (Working Group-1): Impact Evaluation for Evidence-based Policy Making

In Agenda 3, the basics and global trends in impact evaluation that are increasingly applied in many areas of international development projects, and recent case studies of impact evaluation conducted by the Japan International Cooperation Agency (JICA) were introduced. The presenters were two evaluation experts from JICA: Dr. Tomoya Masaki, Senior Advisor, Evaluation Department at JICA, and Mr. Satoshi Shigiya, Deputy Director General, Evaluation Department at JICA. Mr. Hans Lundgren, Manager of the DAC Evaluation Network, OECD/DAC Secretariat, described the current standpoint in impact evaluation, and Mr. Rolando G. Tungpalan, Deputy Director-General of the National Economic and Development Authority, the Philippines stressed upon its limitations that need to be overcome. In this agenda, Mr. Keiichi Muraoka moderated the discussion after the presentations.

Participants made various comments on the following points:

- 1) Applicability of the model of evidence-based medicine (EBM) to the socio-economic development field
- 2) External validity issue
- 3) Budget implication
- 4) Impact evaluation expected to contribute to produce knowledge for better service delivery

5. Agenda 4 (Working Group-2): Evaluation of Environmental and Climate Change Projects

In Agenda 4, two presenters shared their experiences relating to environmental and climate change projects in Asia and Pacific countries. Mr. Isao Endo, Senior Policy Researcher, Institute for Global Environmental Strategies, opened the session by introducing mainstreaming climate action into development planning. Mr. Ledua Vakaloloma, Acting Chief Economic Planning Officer, ODA Unit, Budget Division, Ministry of Finance, Fiji presented the mechanism of evaluation for environmental and climate change projects in Fiji with a case study. Dr. Ryokichi Hirono made some remarks on the topic. Mr. Naonobu Minato moderated the discussions after the presentations.

Questions and comments were made on the following points including the importance of reaching consensus on COP21, currently being held in Paris:

- 1) Importance of sharing lessons among each other, as shown in the session by Fiji and Philippines cases
- 2) Need for science-based approach required for climate change adaptation and disaster risk reduction
- 3) Existing difficulties such as attribution issues in terms of cause-effect relationship
- 4) More importance of climate change adaptation than mitigation for most partner countries, but mitigation at the global level is vital to small island developing states (SIDS) as appealed by SIDS at COP21

6. Agenda 5 (Plenary Session): New Topics for Evaluation to Achieve SDGs

In Agenda 5, in the light of large number of goals and targets in SDGs (17 goals and 169 targets), Dr. Indran A. Naidoo, Director of the Independent Evaluation Office, UNDP, highlighted the importance of a strategic approach, the involvement of all stakeholders, and maximizing the use of evaluation to achieve the diverse goals and ambitious targets of the SDGs, and Dr. Yuriko Minamoto, Professor at Meiji University, Graduate School of Governance Studies/Vice President of Japan Evaluation Society, proposed the application of innovative and transformative evaluation approaches for SDGs. Ms. Yasuko Nishino, Director General, Evaluation Department at JICA shared her perspectives and described efforts made by JICA in that respect. Dr. Ryokichi Hirono moderated the discussion, stimulating questions to be brought up after the presentations.

The discussion by participants focused on the following major themes:

- 1) Contribution of evaluation and finding lessons learned from the viewpoint of development effectiveness to achieve the SDGs, particularly to create a better development model
- 2) Necessity for inclusive approach for the benefit of all beneficiaries
- 3) Need for participatory approach in policy formulation, implementation and monitoring and evaluation
- 4) Need for integral approach for maximizing the results of policy and program interventions
- 5) Need for enhancing international cooperation for evaluation under SDGs regime, especially South-South cooperation
- 6) Necessity for reviewing current system of evaluation governance

7. Closing Session

The chair concluded the Workshop by sharing the draft of the chair's summary and confirming that the participating governments, international organizations, and evaluation societies will continue their dialogue with the aim of enhancing the quality of evaluation in each country and in the region. The chair also thanked all participants for their lively and stimulating presentations and discussions, and appealed to all participants from Asia and Pacific countries to establish, if not yet, a national evaluation society or network at the earliest possible time under the regional forum of APEA.

Mr. Kingo Toyoda, Deputy Director-General of the International Cooperation Bureau at the Ministry of Foreign Affairs of Japan gave the closing remarks to express his appreciation to all the representatives who contributed to the Workshop by sharing their expertise and experiences.

Abstract of Presentations

(in order of presentation)

Presentation-1: Policy and Program Level Evaluations and the Feedback Mechanism in Development Cooperation

**Mr. Keiichi Muraoka / Director, ODA Evaluation Division, Minister's Secretariat,
Ministry of Foreign Affairs of Japan**

To improve the ODA management of Japan, the Ministry of Foreign Affairs (MOFA) and JICA established the ODA evaluation system according to its laws and regulations. The ODA Evaluation Division of MOFA conducts policy and program level evaluations while JICA conducts program level and project evaluations. For both organizations, evaluation is regarded as an essential part of the PDCA (Plan-Do-Check-Act) cycle where lessons learned are obtained from evaluation feedbacks to the decision-making and program/project implementation processes.

The presentation drew good examples of feedback from the policy level evaluations of MOFA, taking into account the linkage of evaluation and policy planning. Recently developed processes of knowledge management using lessons learned from JICA evaluations were also introduced.

Followed by the presentation of the support program to enhance evaluation capacity development in partner countries, the presenter invited participants of the workshop to share the challenges Japan is facing and to consider feasible solutions towards evidence-based policy making. At the end, a vision for the SDGs utilizing lessons learned from evaluations to create knowledge for innovation to build a better world where “no one is left behind” was presented.

Presentation-2: The Philippine Evaluation Policy Framework: Supporting Evidence-based Decision Making

**Mr. Rolando G. Tungpalan / Deputy Director-General,
National Economic and Development Authority, the Philippines**

In recent decades, the focus of the Government of the Philippines' (GPH) M&E agenda has shifted from project-level input-output M&E to project-level results M&E, and in parallel, to a sector-based results M&E. Both these latter stages built the orientation and capacity of the GPH into taking on a bigger development evaluation initiative of achieving an integrated sectoral results M&E framework. Today, we continue to enhance our whole-of-government approach not only for monitoring and evaluation, but also for managing development results in all phases of public sector management. The international commitments on aid and development effectiveness also provided an enabling environment for better coordination and resource-sharing among GPH agencies and development partners.

The GPH continues to move forward with its results agenda, benefitting from lessons learned gained over years of experience of building results in bureaucracy. Worth noting are efforts such as the Results-Based Performance Management System (Administrative Order No. 25) and Performance-Informed Budgeting,

being implemented down to the operating units of implementing agencies, where the annual performances of offices and individuals are measured, and those who did well were given incentives. On the planning side, Results Matrices were prepared to provide an indicator framework to measure and track the achievements of the development objectives set forth in the Philippine Development Plan. Annual assessments of the Plan were made through conducting Socioeconomic Reviews. The collaborative evaluation work between the GPH and development partners has also greatly contributed to strengthening GPH M&E systems.

Much has been done and we believe that with continued partnerships and collaboration within the government and among development partners, the Philippine National Evaluation Policy Framework and the accompanying initiatives will provide a solid foundation for the institutional use of evidence in decision making.

Presentation-3: Partner Country's Ownership and Strategies for Evaluation Capacity Development (ECD)

Dr. Arunaselam Rasappan / President, Asia Pacific Evaluation Association

Evaluation is well recognized as an indispensable management tool and more countries are now adopting and institutionalizing it in the public sector. Countries receiving aid from development partners are also required to carry out evaluations of donor-funded programs/projects as part of the accountability mandate. However, international experience on sustainable evaluation has also shown that evaluation cannot be successfully adopted and implemented within aid recipient countries unless the countries themselves own the evaluation agenda and have strategies in place to implement ECD.

Given the above, one of the key challenges in contemporary evaluation capacity building initiatives is how to encourage countries to own the evaluation agenda and to adopt strategies for adopting and institutionalizing evaluation within their countries. There are several avenues for this to happen.

The presentation explored the various dimensions of ECD and how countries need to address each of these dimensions to ensure successful ECD. The presentation also looked at time-bound strategies to address the ECD challenge within countries. Lastly, the presentation also introduced the Internalized Self-Evaluation (ISE) approach for ECD as an effective and sustainable strategy for institutionalizing and sustaining ECD within developing countries. Using an integrated approach, the ISE utilizes a strategic combination of formative and summative evaluation practices and systems to improve sustainable ECD within a country.

Presentation-4: Developing and Strengthening Evaluation Capacities

Mr. Hans Lundgren / Manager of the DAC Evaluation Network, OECD/DAC Secretariat

The presentation started with introducing what we mean by evaluation capacity, why it is important, and identified some factors that may be stumbling blocks. It highlighted recent international agreements in support for increased attention to evaluation capacities. Some emerging lessons in strengthening evaluation capacity were presented and finally, some suggestions were made on how development partners can support partner efforts in developing and strengthening their capacities.

Presentation-5: Evidence-based Practice – Basics and Global Trends –

Dr. Tomoya Masaki / Certified Advanced Evaluator, Senior Advisor, Evaluation Department, Japan International Cooperation Agency

In this session, an introduction to impact evaluations (IEs) was presented, by referring to the background and history of evidence based practice (EBP). The conceptual models for evidence-based medicine (EBM) introduced by its originator were referred to as a basis of decision making by EBP and IEs. Key messages include:

- EBP is increasingly applied in many areas including IEs for international development projects.
- The original concept of EBM implies that how decision making by IE results should be cooperative decision making by experts and participants with each other in a given circumstance is crucial.
- Why is the method of randomized controlled trials (RCTs) applied?
It is because RCTs are a type of impact evaluation that will be able to limit bias and generate an internally valid impact estimate.
- Application of cluster RCTs is rapidly becoming a common practice for IEs of international development projects.

In addition, the meanings and consideration of “statistical significance” were shared and key references for IEs were also introduced.

Presentation-6: Impact Evaluation – Case Studies –

Mr. Satoshi Shigiya / Deputy Director General, Evaluation Department, Japan International Cooperation Agency

Two recent cases of impact evaluation conducted by JICA were presented in this session.

[Case 1]

- Project: Promote sustainable 3R (Reduce, Reuse Recycle) activities in Maputo –Mozambique –
- Objective: Find the most cost-effective way to promote 3R through impact evaluation and cost-benefit analysis
- Result: The project team has identified the most efficient way among three options.

[Case 2]

- Project: Autonomous Region in Muslim Mindanao (ARMM) social fund project – Community Development Assistance – The Republic of the Philippines
- Objective: Measure various outcomes of community based small scale infrastructure development in a conflict-affected area.
- Result: Various positive outcomes are observed, and JICA can obtain lessons to further improve the project design of community based infrastructure.

Presentation-7: Mainstreaming Climate Action into Development Planning

Mr. Isao Endo / Senior Policy Researcher, Institute for Global Environmental Strategies

As recent weather-related extremes such as heavy rain due to climate change negatively affect natural and human systems by, for example, disrupting food production and damaging infrastructure and settlements, adaptation responses are increasingly taken across regions, which are often integrated within existing programs for disaster risk reduction. As part of such efforts, many countries (11 out of 14 countries) in the Asia and Pacific region have already devised the national adaptation plan (NAP) or other equivalent national policies, and the regional strategy is also being developed in the Pacific. One of the key issues such initiatives address is flooding, both inland and coastal floods, which threatens people's lives and properties. For effective adaptation to flood risk, scientific knowledge is essential.

Application of a systematic process with practical tools such as scenario simulation and risk assessment can contribute to obtaining a better understanding of the problem and creating countermeasures against the risk. Zoning enhancement, such as development controls and runoff mitigation, is useful as a countermeasure to avoid and alleviate the probable impact of climate change (i.e., floods). Harmonization of land-use through collective planning among different local governments is also critical for an effective implementation of the measures. This presentation, illustrating the integrated approach by applying it to land-use planning, demonstrated concrete use of scientific knowledge to design climate change action.

Presentation-8: Evaluation of Environmental and Climate Change Projects – Fiji's Experience

Mr. Ledua Vakaloloma / Acting Chief Economic Planning Officer, ODA Unit, Budget Division, Ministry of Finance, Fiji

The presentation focused on sharing the experience of Fiji relating to the evaluation of environmental and climate change projects. Transparency and accountability of public funds is always at the forefront of Fiji's development agenda. Over the years, several lessons have been learnt and necessary reform initiatives undertaken to ensure that development aspirations are realized at the grassroots level. For Fiji, most environmental and climate change projects are supported by development partners. Therefore, it is important that these funds are properly accounted for, from receipting until the project or programme is successfully completed. Additionally, ODA for Fiji has been steadily increasing over the years, and there is a need to properly monitor all these development assistance.

Presentation-9: The Role of UNDP in Advancing the SDGs

Dr. Indran A. Naidoo / Director of Independent Evaluation Office, UNDP

This presentation highlighted the importance of strategic approaches which develop robust and credible monitoring and evaluation systems that are country led and broadly participative in order to achieve the high and ambitious targets of the 2030 Agenda for Sustainable Development.

The presentation also drew on the recent independent evaluation of the role of UNDP in supporting national achievement of the Millennium Development Goals, and highlights achievements and challenges as well as lessons learnt for UNDP and its continuing central role moving forward with the SDGs.

Presentation-10: Towards a Transformative Evaluation of SDGs

Dr. Yuriko Minamoto / Professor at Meiji University, Graduate School of Governance Studies, Vice President of Japan Evaluation Society

The 2030 Agenda for SDGs clearly indicates the initiatives to transform our world through collaborative partnership. Having observed very ambitious goals and targets, introductions were made on an evaluation methodology of country or local level that can be applied for SDGs in a multi-actor development community.

Evaluation is for future intervention betterment. We should maximize evaluation use for improvement of the social intervention. There are various evaluation approaches depending on objectives or strategies of the intervention. In order to choose appropriate evaluation methodology, we need to discuss the intervention theory, value theory and theory of use, and identify dimensions that should be considered to select evaluation methodology.

Inclusiveness of SDGs connotes such concept as sustainable development, solidarity with the vulnerable people, democratic governance and participation of all the stakeholders. Thus, potential users of evaluation knowledge will include not only government, but private sector and civil society as well. SDGs initiatives value transformation of interactive governance along with sustainable development.

Proposals for a “transformative evaluation” approach to evaluate such a transformative intervention were introduced. The evaluative idea comes from both “Program evaluation theory” that has been widely used in policy evaluation and “Participatory evaluation” methodology. In the transformative evaluation, assessment goes beyond outcome/impact, and intervention design and implementation process also will be main focus of evaluation for improvement. Participation of key actors in evaluation activities is encouraged to enhance learning process among them through deliberation. In another words, evaluation process itself will become transformative process. Some challenges include enhancement of national policy process to link with SDGs and integration of evaluation activities, evaluation capacity building, and creating evaluation culture to accommodate evaluation practices as means to democratize social change.

Profile of Moderators / Presenters

Dr. Ryokichi Hirono

Professor Emeritus at Seikei University / Former President of Asia Pacific Evaluation Association

He graduated from the University of Chicago, has had long years of academic and practical experiences in the field of international development and cooperation as well as policy evaluation. He taught at many universities overseas and worked in management positions and as consultant at several international organizations such as ADB, OECD, UNDP, UNESCAP and World Bank, in addition to serving as chair of UNECOSOC Committee for Development Policy. He also served many policy advisory committees of the Japanese Government and on the board of several academic, research and civil society organizations such as the Japan Evaluation Society, UNICEF Japan and Institute of Global Environmental Strategies.

Mr. Naonobu Minato

Visiting Professor at International University of Japan / Executive Director of Japan Evaluation Society

He graduated from Keio University, and has obtained a master's degree from the International University of Japan. He has worked for FASID focusing on policy research, human resource development through GRIPS and training programs, and development consulting in Asia and Africa. He focused especially on developing methodology for evaluation of ODA projects and evaluation activities. He worked for the Ministry of Foreign Affairs, as Director of the ODA Evaluation Division. He also served for the Board of the Japan Evaluation Society, and as Vice President of the Asia-Pacific Evaluation Association. He teaches as a visiting research fellow for the Institute for International Monetary Affairs.

(in order of presentation)

Mr. Keiichi Muraoka

Director, ODA Evaluation Division, Minister's Secretariat, Ministry of Foreign Affairs of Japan

He joined the Japan International Cooperation Agency (JICA) in 1980 and experienced various management positions in the Agency including Director of Donor Coordination in the Department of Planning and Evaluation, Director of the Office of Media and Public Relations, Deputy Director General of the Public Policy Department and Director General of the Evaluation Department prior to his current post since January 2015. He also worked abroad at the Permanent Mission of Japan to the United Nations, the Embassy of Japan in Egypt and the JICA Austria Office. Between 2003 and 2005, he was a member of the Standing Advisory Group on Technical Assistance and Cooperation at the International Atomic Energy Agency, which advises the IAEA Director General on technical cooperation policy and strategy.

Mr. Rolando G. Tungpalan

Deputy Director-General (Undersecretary) for Investment Programming, National Economic and Development Authority, the Philippines

He chairs the Investment Coordination Committee (ICC)-Technical Board, an Interagency committee of the NEDA Board, responsible for approving public sector (and public-private sector) investments, as well as the Infrastructure Committee-Technical Board. He also serves as a main government counterpart to multilateral and bilateral international development agencies for the formulation, programming and monitoring and evaluation of their respective country assistance strategies and programs. Currently he serves as a member of the Steering Committee of the Global Partnership for Effective Development Cooperation and the Coordinating Committee of the Asia-Pacific Community of Practice on Managing for Development Results.

Dr. Arunaselam Rasappan

President, Asia Pacific Evaluation Association

He earned a Ph.D. in Public Administration/Finance from the University of Pittsburgh, USA. He has supported all major international and bilateral development agencies such as the World Bank, IMF, ADB, AfDB, UNDP, UNICEF, CIDA, SDA, BTC, AusAID, ASEAN and ILO. Most of his international work was in the areas of integrated results-based management, performance budgeting, monitoring and evaluation, and public sector transformation. He was a Founder President of Malaysian Evaluation Society and founder member of the International Evaluation Association. He teaches at Malaysia University of Science & Technology.

Mr. Hans Lundgren

Manager of the DAC Evaluation Network, OECD/DAC Secretariat

He manages the OECD/DAC Network on Development Evaluation, which brings together evaluation managers and experts from over 40 ministries, bilateral and multilateral development agencies. He has led the drafting and consensus building processes for a number of normative products in the field of development evaluation including the DAC evaluation principles, the glossary of key terms in evaluation and results based management and the DAC evaluation quality standards. He has contributed to large-scale international evaluations and advises bilateral and multilateral agencies on evaluation policies and systems.

Dr. Tomoya Masaki

Certified Advanced Evaluator, Senior Advisor, Evaluation Department, Japan International Cooperation Agency

He has more than 20 years of experience in international health and evaluation including two years of experience as expert of external Wise Men Committee for Evaluation Feedback of MOFA. He is an executive board member of Japan Evaluation Society since 2011.

Mr. Satoshi Shigiya

Deputy Director General, Evaluation Department, Japan International Cooperation Agency

He has more than 20 years of experience in the Japanese Donor Agency including four years of experience in project evaluation.

Mr. Isao Endo

Senior Policy Researcher, Institute for Global Environmental Strategies

He, trained as an environmental economist, focuses on socioeconomic aspects of environmental conservation activities. Prior to joining IGES, he served as Environmental Specialist at the United Nations and the World Bank. He contributed to devising the Strategic Action Program for the Yellow Sea Large Marine Ecosystem (UNDP/GEF), and to phasing out ozone depleting substances in Thailand (World Bank). Currently, he leads a project in the Philippines to develop an approach to integrate climate change adaptation and mitigation at the local level.

Mr. Ledua Vakaloloma

Acting Chief Economic Planning Officer, ODA Unit, Budget Division, Ministry of Finance, Fiji

He has served in various government ministries prior to joining the Ministry of Finance in March 2013. His office is responsible for the overall coordination and administration of Government received ODA including policy formulation for its effective management. He has tertiary qualifications in Commerce and holds a Master of Arts in Governance.

Dr. Indran A. Naidoo

Director of Independent Evaluation Office, UNDP

His office is responsible for all independent evaluation functions of the UNDP worldwide, inclusive of global, thematic and country level evaluations. He is serving as the Vice-Chair of the United Nations Evaluation Group (UNEG). He has 20 years of experience in leading, managing, teaching, and presenting on evaluation and development internationally, and is a visiting faculty at IPDET.

Dr. Yuriko Minamoto

Professor at Meiji University, Graduate School of Governance Studies / Vice President of Japan Evaluation Society

Area of specialization: evaluation research, social development. She conducted extended number of researches of evaluation systems and methodology in the field of international development. Recently, she is working on developing evaluation theory and methodology of Japanese policy evaluation and co-productive program evaluation involving Japanese citizens. She earned a Ph.D. in Human System Science from Tokyo Institute of Technology.

Record of Discussion

Opening Session

The 13th ODA Evaluation Workshop was opened by the chair, Dr. Ryokichi Hirono, Professor Emeritus at Seikei University and former President of the Asia Pacific Evaluation Association. The chair mentioned that the Government of Japan has been holding the ODA Evaluation Workshop since 2001. The purpose of this workshop is to exchange know-how, lessons and experience as well as to learn and have new ideas on what we can improve evaluation for the national development policies.

There has been tremendous progress in evaluation capacities both in developed and developing countries in terms of evaluation professionals, methodologies and institutional arrangements. However, major development issues facing us at the local, national and global levels have become more complex under an increasing degree of economic, political and social globalization as well as with greater influences of both national and international NGOs. Demand for government transparency and accountability is higher as days go by. Furthermore, both developed and partner countries are, without exception, confronted with ever higher budget deficits at local and national levels. Demand for greater efficiency and effectiveness of policy formulation and implementation is growing fast.

The speech was followed by opening remarks. Mr. Masakazu Hamachi, Parliamentary Vice-Minister for Foreign Affairs of Japan.

Agenda 1: Efforts to Establish Better Feedback Mechanism in Development Cooperation

Moderator: Dr. Ryokichi Hirono, Professor Emeritus at Seikei University/Former President of Asia Pacific Evaluation Association

Commentator: Mr. Lal Bahadur Khatri, Under Secretary, Ministry of Finance, Nepal

Presentation-1: Policy and Program Level Evaluations and Feedback Mechanism in Development Cooperation

By: Mr. Keiichi Muraoka, Director, ODA Evaluation Division, Minister's Secretariat, Ministry of Foreign Affairs of Japan (MOFA)

Mr. Muraoka started his presentation by explaining the objectives of the presentation. First, he introduced the three objectives of Japan's ODA Evaluation: improving ODA management by feedback lessons, maintaining accountability to promote public understanding and support and feedback to the decision making process.

He explained the evaluation scopes and systems of JICA. JICA mainly evaluates individual projects at the project level. At policy and program level, ODA Charters, Medium-Term Policy, Country Assistance Policies and ODA policy on priority issues are evaluated by MOFA. Since 2002, MOFA has been implementing ex-ante and ex-post evaluations of specific projects in the form of self-evaluation based on the Government Policy Evaluations Act. In policy evaluation, the focus is given to end-outcomes finding the combination of intermediate outcomes where program evaluation focuses on intermediate outcomes.

Project evaluation focuses on outputs and their influence on intermediate outcomes. The presenter continued his speech explaining the feedback mechanism based on the business management tool of PDCA: Plan, Do, Check and Act. The results of the ODA evaluations and their recommendations are feedback to MOFA's relevant divisions, JICA, and Japan's overseas establishments. To ensure that the recommendations are reflected in subsequent policy-making and other processes, MOFA follows up on and discloses the status of such measures. At the end of the fiscal year, each evaluation report is completed and published. Based on these reports, response measures to recommendations are established, and the measures are conveyed to overseas establishments to reflect the Country's Assistance Policies, improvements at the level of overseas establishments and to reflect on policy regarding implementing agencies for the next fiscal year. In two years, it announces the implementation status of response measures. The presenter explained the follow-up evaluation results using an example of the evaluation of the assistance under the initiative for disaster risk reduction through ODA. Under this evaluation, Japan made a Country Assistance Evaluation of Sri Lanka that contributed to and promoted South-South Cooperation.

Next, the presenter described the outlines of JICA's operations evaluation of which the purposes are to improve JICA's operations and management through the PDCA cycle, to ensure the accountability of JICA's operations to the stakeholders.

To improve the feedback mechanism, JICA recently introduced knowledge management into the PDCA cycle. In the "Plan" process, JICA identifies the risks and prepares management by using lessons learned. In the "Do" process, JICA monitors the risk management, while in the "Check" process, it reviews and evaluates the utilization results. In the last process of "Action", it incorporates the useful lessons learned

into strategic papers.

The presenter continued explaining MOFA and JICA's contribution to Evaluation Capacity Development by citing this annual ODA Evaluation Workshop as well as Partner Country-led Evaluations and Joint Evaluations of MOFA and JICA. JICA has several technical assistance and cooperation projects and training courses for the participants from developing countries. The presenter highlighted the partner country-led evaluation which aims to develop the evaluation capacity of partner countries and provides feedback to the governments so as to support the effective and efficient management of Japan's ODA. Joint evaluation will be starting soon with NEDA (National Economic and Development Agency) and the Embassy of Japan in the Philippines.

The presenter then gave details on the challenges on how to measure development results at the policy level and enhance the diplomatic viewpoint and how to establish a better feedback mechanism for development results. It is suggested to promote setting indicators to enable verification of the policy effect in its outcome in addition to the output, revision of the ODA Evaluation Guidelines to meet the request of the new development cooperation charter. The presenter also emphasized cooperation of JICA and MOFA in the field of evaluation. MOFA conducts an evaluation of the PDCA cycle of Japan's ODA while JICA conducts a cross-sectorial analysis of evaluation results and will increase the number of impact evaluations.

The presenter concluded his presentation by highlighting that a vision for the SDGs utilizing lessons learned from evaluations is to create knowledge for innovation to build a better world where no one is left behind.

The Moderator thanked the presenter and invited the next speaker.

Presentation-2: The Philippine Evaluation Policy Framework: Supporting Evidence-based Decision Making

By: Mr. Rolando G. Tungpalan, Deputy Director-General, National Economic and Development Authority (NEDA), the Philippines

The presenter started his presentation by explaining the focus of the Government of the Philippines' (GPH) M&E (Monitoring and Evaluation) agenda and timelines.

The collaborative evaluation work between the GPH and development partners has also greatly contributed to strengthening GPH's M&E systems. The presenter presented an overview of GPH's major timelines. The presenter started his presentation by explaining the recent developments of GPH in the evaluation field. In recent decades, GPH shifted its focus on ODA from project-level input-output to project-level results M&E as well as sectorial input-output M&E to integrated sectorial RME (Results Monitoring and Evaluation) framework. The presenter went on to explain the timelines of evaluation development of the Philippines. Before 1996, the emphasis of the initial phase was ODA-assisted projects. The public offices were created to monitor major infrastructure projects funded by ODA. From 1996, the government started focusing on results and outcomes and from 2000 it started its own funded projects besides ODA-assisted projects.

From 2005, the government has been conducting a joint evaluation with development partners such as the Country Evaluation of Japan's ODA forwards the Disaster Risk Reduction and Management (DRRM)

sector in the Republic of the Philippines with the Japanese government. It also conducts evaluation capacity building activities and actual conduct of impact evaluations in collaboration with 3IE (International Initiative for Impact Evaluation) financing from Australia. Recently, GPH focuses on integrating various results-based management tools and systems and good governance, transparency, internal controls and accountability. Today, GPH continues to enhance our whole-of-government approach not only for monitoring and evaluation, but also for managing development results in all phases of public sector management.

There are policies and initiatives of outcome-based budgeting and country-led ex-post evaluations and impact studies, for example, the National Evaluation Policy Framework: DBM-NEDA Joint Memorandum Circular No. 2015-01. To conduct the result-based policies, it is necessary to have a budget. Therefore, GPH decided to adopt the law including the budgeting and planning to have a certain amount of the budget for evaluation. In many agencies, the people think that evaluation is a job of retired and would-be-retired experts and they are reluctant to involve and conduct evaluation because of this image. The GPH is trying to change this image with this law. This National Evaluation Policy Framework covered all programs and projects of the government with the objectives of supporting evidence-based decisions, promoting program improvement and enhancing accountability.

There are guiding principles of evaluation criteria, ensuring evaluation competencies, observing standards of ethics, evaluation plans in accordance with best practices, undertaking evaluations with due regard to impartiality and reporting, and dissemination and use of evaluations. The GPH is focusing on creating neutral evaluation units, initially at the central level. There are task forces of NEDA, DBM and OP-PMS for overall direction and coordination of the evaluation agenda of the public sector.

The GPH's challenges are as below:

- Varying levels of M&E capacities across agencies
- Lack of capacity of agencies to manage evaluations
- Set-up of evaluation units remains a challenge for some agencies

It is important to train and to have the candidates for the evaluations and to have results meaningful and understandable for decision makers. It needs to have impact evaluations so as not only to be accountable but also to tell ourselves if we achieve the results. In budget terms, we have expanded our budget to 6 billion peso a year. GPH have initiatives on evaluations such as country-led evaluations, government-funded evaluation activities and projects subjected to ex-post evaluation in 2015. GPH has Joint Evaluations with development partners such as NEDA-EOJ (Embassy of Japan) for joint evaluation of Japan's ODA forwards the Disaster Risk Reduction and Management (DRRM) sector in the Republic of the Philippines.

Moderator: The presenter mentioned some important points. First, he mentioned evidence-based evaluation. We need to have good data to conduct an effective evaluation. Second, he mentioned the government approach for evaluation. I have a question for NEDA. Why do you have "Economic" in NEDA?

NEDA: It is broad perspective of development. It is not just "Economic"; it is "National Economic and Development," which includes all sectors of the country's development.

The Moderator thanked the presenter and invited the commentator.

Discussion

Commentator: The presentation of Mr. Muraoka is very comprehensive in terms of its coverage on the theoretical as well as practical aspects of the evaluation and feedback mechanism. The objectives have been clearly identified. The scope of ODA evaluation has been presented with a concrete figure that has objectively established the linkages between all components to be evaluated and agencies to be engaged.

Regarding the feedback mechanism, the prescription of the PDCA model seems very pragmatic and has tried tactically to cover the issues like effectiveness and efficiency. The reality check has been based on the real examples from Sri Lanka and other countries. JICA's Operations Evaluation seems highly technical due to its foundation on DAC criterion. Country-specific parameters can/should be linked to DAC criterion. Otherwise things may be more theoretical.

The paper needs to find out the measures to fill the gap that remains between the findings of the internal and external evaluation because a gap is always there due to governing methodological gap.

The six-step lesson for understanding linkage is excellent. Under evaluation capacity development, the paper has mentioned the efforts of the agencies involved in the evaluation process and has focused on the ownership of partner countries that fits into the Paris Declaration on Aid Effectiveness.

Challenges have been listed in question form and followed by the possible solutions.

How can we enhance the evaluation ability of programs? It can be done by cross-sectorial analysis of evaluation.

Very new concepts like evidence-based policymaking and management have been prescribed to move ahead with the best logic and evidence for new learning and insights to solve the problems of scientific evidence. The way forward is also laden with NPM-Innovation through knowledge creation

Evaluation is always value-laden so we need to take special precautions to apply all these concepts to the local level where ODA is utilized and an impact is expected. Making an evaluation is very challenging due to its tendency to be subjective and individualistic rather than being objective and value free. The voices and choices of the real beneficiaries and stakeholders need to be channeled at the policy/program level and implementation level.

The Moderator thanked the commentator.

Question: Conducting impact evaluation requires strong capacity. However, we face a problem of a lack of capacity. Do you work with or collaborate with civil actors or academia? To my knowledge, we do not have much capacity in comparison with the academia. Therefore, we should collaborate with the academia. We can do an output evaluation of programs. However, in the case of impact evaluations,

we need specific knowledge and techniques. Do you use evaluation output and outcomes in your planning formulation process?

Question: How do you assure the third party's neutrality?

Question: First, how long did it take your government to set up and adopt the formulation of the evaluation? Second, you mentioned evaluation responsibility lies with each ministry. How do you manage the conflict of interests? How do you manage the ministries so there are unbiased?

NEDA: Ministries have their own values. We have the Philippines Statistical Authority, which is independent and neutral from the ministries. We get the data and statistics from this office. It must be very institutional to track the results of MDGs (Millennium Development Goals) and SDGs (Sustainable Development Goals). However, you do not have to totally ignore the administrative data as they are generated very quickly. In regards to use of evaluation in activity levels, our plan has 10 chapters with language involving measurements. Access to potable water is, for example, one measure. It is necessary to have data and measurements to track the outputs and impacts. It is difficult to assure the joint accountability of partners. Rather, we focus on what resources are used. If you have a kind of transparency, it is easy to assure accountability.

Concerning the question of how long it took to enhance evaluation, I have to answer that it depends on each country's situation. Two years were required to consult and reach an agreement and it took five years in total to have such institutionalized evaluation.

A conflict of interests in ministries and departments is a classic issue in evaluation. How independent must the evaluation unit be? If there are clear sets of evaluation guidelines, it would be easy to expose bias and look at the results, data and so forth. Public disclosure of findings and use of these evaluations in policies are important to minimize bias.

In promoting evaluation, members of parliament are indeed national champions who introduced the evaluation at the national level. The Philippine side will be happy to share its experience and lessons.

Moderator: The Philippines experience is one successful example showing that we can learn a lot in the field of evaluation. Philippine society is very politically organized, like Nepal. In a politicized society, how do you ensure if the independence of evaluation is being appreciated by the people?

UNDP: Independence equals stability. A new discussion of evaluation is emerging on independence of evaluation. It means being free of bias. It is difficult to talk about it in each country on a national level. As an international organization, we deal with principles and values. At a national level, politics and policies will be discussed within the government where bias will arise. It is important to be credible for the people on the ground. We have to have standards if we talk about principles and degrees of independence.

Moderator: In South Asia, there were moves to involve parliamentary members in integration with

government. Maybe we need to have involved legislators decide the government issues. However, in many countries including Asia, there is a tendency for populism among parliament members. These people are elected from the communities and their want to be liked. They have to respond to the needs of the community they are selected from. The question is how we can assure independence if they are involved in evaluation.

Question: Most ODA evaluations focus on program and policy evaluations and most projects are funded for one to three years or a number of years. Is it time we should also consider within the ODA policy framework introducing formative evaluation requirements as we give money to recipients and encourage formative evaluations on an annual basis?

MOFA: Current guidelines of ODA Evaluation focus on accountability. Most evaluations are summative evaluations. A new idea is forming that evaluation is not a long process of the intervention of people. JICA explains monitoring as a process of management and evaluation as an independent approach. JICA emphasizes regular monitoring. In MOFA, we try to introduce the so-called formative evaluation process.

Moderator: We have a special department that does quick evaluation. Quick evaluation is necessary. It was established during Prime Minister Koizumi's government in 2002. We ask each ministry to pick up any projects most important to the particular ministry in terms of budget and feedback. They are supposed to provide us with all kinds of data two times a year. Now it is going to change to four months a year. One thing we found is that people who are representing a certain viewpoint seem to have different ideas; however, they do not want to make changes. They want things to stay as is. I don't think we have a good quick evaluation system right now.

Question: Regarding the importance of evaluation and monitoring for future plans, I am trying to find the link between ODA and recipient countries for their future national policies and development plans. Is there a step-by-step framework for the establishment of an evaluation mechanism in countries and regions?

Question: In terms of independence, I would like to know about any assistance from JICA for state organizations trying to maintain independence. Second, how do you ensure the normal evaluation approach in the national framework of a third party?

MOFA: The project selection decision process is handled by an operational bureau at the ministry level. Our offices go to the ministries' secretariat, which makes an evaluation and gives the results back to JICA. Our findings are not directly connected to the operational process. The findings are utilized for the next-project selection. This is what we aim for. We are also starting to conduct regional evaluations in Pacific-area countries.

Concerning the independence issue, as I mentioned, currently, our joint cooperation starts from the

Philippines. The evaluation team consists of prominent members of academia and other experts. We invite the teams to selection bids. The results and reports of independent evaluators are available to the public. They will be decided by their work results. Therefore, if there are illogical findings, it affects the reputation of the team. In this way, we believe that we can ensure the independence and accountability of the team in a transparent way.

NEDA: I must say that donor-led evaluation at the national level is fading away. Donor-led evaluation replaced partners' joint evaluations. The questions that evaluators will answer are the questions that our government is most interested in. The process of engagement is important and relevant for our own use. We nominate the experts for the bidding. There is no bias. The ownership is very strong. In the national evaluation framework, we have formative evaluation at the end of two years and summative evaluation after five years.

Question: My question is about policy evaluation feedback from the recipient side. With your partner countries, how can you ensure guidance that the government will follow? I also want to know about sectorial review in terms of SDGs. Evaluation is being conducted everywhere. How can we synchronize and synthesize the knowledge on a sectorial basis?

JICA: We are evaluating the programs, not national policies. We use criteria of policies and develop our country strategy. The question is whether this strategy is in line with the country's development policy. In that sense, we evaluate Japan's ODA policy to see if it is in line with the international goals of the MDGs and partner government policies. For SDGs, sectorial evaluation is not partly conducted in the field of health for example. Time to time, we set sectorial evaluations.

The Moderator closed Agenda 1.

[Agenda 1 (Plenary Session)]



(Mr. Keiichi Muraoka, Director, ODA Evaluation Division, Minister's Secretariat, Ministry of Foreign Affairs of Japan (Presentation-1))



(Mr. Rolando G. Tungpalan, Deputy Director-General, National Economic and Development Authority, the Philippines (Presentation-2))



Agenda 2: Development and Improvement of Evaluation Capacities, and Partner Country's Ownerships for Evaluation

Moderator: Mr. Naonobu Minato, Visiting Professor at International University of Japan/Executive Director of Japan Evaluation Society

Commentator: Mr. Banchong Amornchewin, Director of the Planning and Monitoring Branch, Thailand International Cooperation Agency (TICA), Thailand

Moderator: Thank you very much for your attention. Agenda 2 is focusing on development and improvement of evaluation capacities and partner country's ownership for evaluation.

The Moderator emphasized evaluation development progress, taking the establishment of APEA as an example.

Presentation-3: Partner Country's Ownership and Strategies for Evaluation Capacity Development (ECD)

By: Dr. Arunaselam Rasappan, President, Asia Pacific Evaluation Association (APEA)

The presenter started his presentation by explaining the topics of his presentation.

- Evaluation agenda
- ECD dimensions
- ECD initiatives and ownership issues
- Strategies for ECD
- ISE approach for sustainable ECD
- Integrated approach for the IRBM system
- ECD way forward

In regards to the evaluation agenda, evaluation country studies in Cambodia, Vietnam, Malaysia and so forth were made in 2009 and 2012 by the UN Evaluation Group. The presenter mentioned the key findings of these studies, as the level for understanding the monitoring and evaluation, were very mixed. In many countries, monitoring and evaluation are mixed terms. In fact, monitoring is different from evaluation. They are two different terms. Only one percent of the public sector knew the evaluation. They know about M&E (Monitoring and Evaluation); however, they are not knowledgeable about evaluation. Most of the ownership of evaluation development is through the ministry or agency of budget or planning.

There is lot of confusion about evaluation and the use of evaluation. When we talk with people about education and the health sector, the people know about evaluation and its use. However, when we talk about different sectors, there are a lot of misunderstandings and confusions. In terms of resources, no allocations were allocated to the evaluations by the Ministry of Finance. Monitoring projects are financed by the capital budget as all projects are monitored in most countries. In terms of evaluations, there are no allocations. The presenter talked about the fact that it was found that there was no ownership and practices in terms of evaluation. Another finding was about confusion with the Evaluation Capacity Development

(ECD) and Evaluation Capacity Building (ECB). We should be focused on ECD and use of evaluation to make decisions on policy level involving private sectors and NGOs as well as all sectors that contribute to the development of the country. In public sectors, we also include central, local governments, government-led companies and so forth. All of them are or should be jointly involved in ECD and ECB.

The presenter next described ECD dimension and strategies. If we want to institutionalize evaluation in our country, it is important to look at the ECD dimensions such as policy framework, institutional and structural setups, functional setups, values and mindsets, budget and resources, regulatory framework, systems approaches and tools and techniques. For example, if we do not have a policy framework, we cannot build up the institution.

The presenter highlighted the value and mindset dimensions. Public officers need to have evaluation mindsets. Even if there is enough budget and an adequate regulatory framework, the evaluation cannot be achieved where the public officers have less knowledge of evaluation or where public officers are reluctant to use evaluation.

The presenter also explained the categorization of ECD dimensions: environmental and personal factors. If there is no knowledge capacity on how to use the data analysis, information and policy making, the perfect laws of evaluation cannot achieve results.

Each dimension is critical to look at to institutionalize evaluation.

When initiating the evaluation, the Ministry of Finance or the budget is the main body of ownership. The presenter explained the conflict between the planning people and the financial people who hold authority. For ECD to succeed, it is not necessary to have only one ownership entity. For example, in Malaysia, three bodies have joint ownership: human resources, financial and planning.

The presenter clarified the issue of hard and soft dimensions: some people say the soft dimensions are easy. If there are no hard dimensions, soft dimensions will be unachievable. The main challenge we always face is how we put the budget behind those initiatives. The presenter gave details on the Malaysian practice. They asked the minister of finance to put the budget for evaluation in each ministry's evaluation. They were rejected because the ministry said there is no money. Then they changed their stance. They said that if you allocate a budget, you could save 10% of the expenditure. Three percent was given to the evaluations by the Ministry of Finance. It was a major achievement.

The presenter went on to explain the strategies for ECD. There is no single entity that owns the ECD as there are a lot of consultations between legal sides, implementation sides and operating sides. The issues of leverage on differential treatment for dimensions in developing countries are important. If you would like to introduce ECD, it would be better to take on ongoing projects and institutions. In APEA, we also discuss changing the word evaluation as one may feel they are being criticized when they hear about the evaluation. We may tell the politicians that if you use evaluation, you will likely win the election. If you use evaluation, you will have better results and will gain trust. It might be like a magic word in that every politician will be interested in evaluation.

The presenter also explained about time bound strategies. People who have been trained are going to another post. Training doesn't only give results. We need to be able to make mapping time bound strategies. Who are the people that manage evaluation, operating or working with the evaluation team? These are the people we need to know. What are in the long-term strategies as institutionalized evaluation? As previously

mentioned, people in public sectors have no clue about evaluation. We need to add evaluation as a mandatory subject in university; not to prepare experts but to have knowledge about evaluation.

The presenter moved his speech explaining ISE (Internalized Self-Evaluation). Evaluation is very often an external strategy: the evaluation is done because donors require evaluations.

How can you ensure the accountability of government-financed evaluation? What about results? The best thing to answer this question is to include ECD in the program in order to undertake analysis of data as conducted internally by the program personnel.

As long as evaluation is credible and valid, we will accept the findings. It doesn't have to be made by third parties or external organizations. The evaluations should be defensible and credible.

The ISE model was designed and adapted in 1999 in Malaysia and tested and implemented between 2000 and 2004 in 20 major activities in the selected ministries. Without waiting for third party evaluations, Malaysia started making our evaluations. The presenter concluded this presentation by stating that we cannot achieve ECD without an integrated approach within the agencies.

The Moderator thanked the presenter and invited the next speaker.

Presentation-4: Developing and Strengthening Evaluation Capacities

By: Mr. Hans Lundgren, Manager of the DAC Evaluation Network, OECD/DAC Secretariat

The Presenter began his presentations by explaining the topics on evaluation capacity. Evaluation capacity is important because evaluation enables us to make better decision for programs, to have effective services and to contribute to a better life. There are many definitions for evaluation capacity. Most agree that it is not just a technical issue but involves strengthening institutions and systems and developing an enabling environment for evidence-based policymaking. It includes environments and institutional and individual levels.

The presenter said in French there is the phrase "vouloir c'est pouvoir". This means "if there is a will there is a way". The will is the most important thing.

The presenter challenged some arguments against the evaluation:

- Doing an evaluation will give you a headache: It will ruin your day and create tension and unnecessary work. Why get caught up in trying to get into questions whether it works and why – you don't want to put yourself through that.
- You already know it. Team members are happy. Your boss likes you! Why evaluate something that is going so well?
- Your contribution can't be quantified. You really can't evaluate results in this program. Evaluation may work in other programs/organizations, but this simply cannot be evaluated.

There are 60 reasons to resist evaluation. If one wants to resist evaluation, then one can look at this list.

However, there are reasons why evaluation is needed.

- Contributes to improved planning and design: evaluation can contribute to learning about development and point the way towards better design and planning of development interventions.

- Authorities are responsible. Evaluation can provide information to civil society and the general public, which can play an important role in holding public institutions and development partners accountable for development results.
- Development evaluation is flexible: It can be done throughout the programme life cycle. A variety of evaluation approaches are available. It can be adapted to fit a specific context.

The presenter highlighted that the point of his presentation is that we have to overcome resistance. It is important to look at the evaluation as a change of public life. The presenter mentioned the global evaluation movement such as communities and societies. The SDGs and COP21 also support evaluation. The last important point is the UN and NEC Bangkok Declaration. The OECD has a lot of literature and publications on lessons learnt. From these lessons, we can learn that capacity development must be owned and driven from within. There is no "blueprint" model. We learn from other countries; however, each system is different and must be tailored to fit local needs, context and interests. Evaluation capacity involves supply and demand: the capacity to produce quality evaluations and demand for everyone. It is also important to work on institutional cultures and incentives to address both. The presenter stated that they have a lot of applications from people who want to be evaluators and to be accredited. They also look at the evaluation system, beyond individual evaluations. They find that most countries have some capacity that needs to be improved to meet the organization's learning and accountability needs.

There are three main areas for development partners to support the strengthening of evaluation capacities.

(1) Taking action within a strategic framework

- Providing a clear strategic vision
- Making the context a starting point
- Taking partner ownership and leadership seriously

(2) Delivering effective support

- Aligning and coordinating support
- Translating policy aspirations into practice
- Making better use of technical assistance
- Focusing on funding of international initiatives and events

(3) Focusing on results and the longer term

- Being transparent, open and concerned about value for money

The DAC Evaluation Network is supporting the change in agenda. It has a broad agreement that evaluation capacity development needs to support the move towards country-initiated and country-led evaluations. It also has an evaluation capacity development task team and a lot of publications and literature and reports. It shares them openly, such as evaluation plan inventory, DEReC, norms and standards for inspiration. The presenter introduced some recent publications: 12 different lessons from development agencies. There are 12 lessons listed for strengthening the evaluation criteria. The presenter concluded his presentation by stating that learning and improving evaluation is a universal issue and that we are all still struggling with the same issues.

The Moderator thanked the presenter and invited the commentator to comment.

Discussion

Commentator: I would like to thank the presenters for their inspiring presentations. I can say that both presenters really covered the topics, starting from policies, institutions and systems. In the presentation of OECD, the culture of performance and measurement was very informative and interesting. What I learnt from the presentation is about the strategies. We all know evaluation is important. However, the issue of how can we put evaluation into strategies is also critical. The culture of evaluation is a success factor in developed countries. The balance of politics, policies and public sector management is also a key issue. For the public sector, we try to fit ourselves to the minimum requirements. In Thailand, we do a similar thing. When evaluators evaluate, we try to minimize our indicators. Another issue is capacity building. How can we sustain the capacity? Trained people move to other jobs. How can we continue the effective process of evaluation with the capacity?

I have questions for both presenters. How do you observe the key success factors? In terms of sustainability, often I see the rotation of staff. It may depend on leadership. Rotation of staff has a negative impact on stability. It is difficult to manage in my office. How can we change the mindset?

Another question is about the innovative work styles of the evaluators. How can we motivate networking? It is even difficult to work within the office when we are required to work with staff overseas.

In developing countries, we invest a lot of money in research. The reports on agricultural, health and education are good. But the indicators are not good. I think there is something wrong. What do you think about the reports and indicators?

The Moderator thanked the commentator and opened the floor to questions and answers.

APEA: Thank you very much for the questions. In terms of design, I totally agree with you. Evaluation results are far better if it is designed. We need to focus on the design of projects. Regarding the capacity, we know that skilled staffs work with some evaluation knowledge. These people move due to promotions or other reasons. They will have evaluation knowledge. An issue is that if the staffs move to other institutions and there is no one left in the office. We need to enhance the consistency of operations. As for mindset, if program managers, not evaluators, are able to use evaluation for better programs, they will have better results. In terms of innovation, how can we make evaluation more exciting? People have difficulty in institutionalizing the evaluation. We can see evaluation as an exam. You prepare the exams based on the prepared questions. Similar to this principle, we can know beforehand what we need to study and collect for evaluation. If there is correct data, evaluation will progress smoothly.

OECD: The designing is important for better programs and policies. We need to have more adapted programs based on an evaluation system. Any good manager can design things. This is difficult to do during project execution. The World Bank demonstrated in its studies that a good evaluation

framework delivers better results. It is important to design evaluation from the start of the program. In the case of sustainability, we talk with universities and institutes to train them and pass on knowledge about evaluation and include it in public management programs. As for the mindset, the evaluation managers have their own mindset. It is not easy to change the mindset. If you are not doing it, the programs and projects will not show better results. Learning the culture of an institution is important. We use all kinds of media tools such as films. Reporting is not enough. Learning the culture is what we need to work on. It is true that evaluation is boring. We have a lot of evaluations. We need to have different and friendly communication tools and media. Reports are going to be less important. We need live communication and cooperation.

Question: I have one question for the two presenters. The presenter of APEA mentioned the recommendation of ECD as a way forward. How can we link the ECD and the monitoring system? The question for the OECD presenter is about the strategies to ask questions about evaluation experts?

Question: I have a question for MOFA of Japan. Do you show the assistance to developing countries to develop evaluation capacity as a regional mechanism?

Question: My question is about asking the right questions. Who decides if the questions are right or wrong?

APEA: If we look at government besides evaluation, what do you do as an institution? Maybe we can say financial management, work on time, etc. We do it without thinking. How can you institutionalize evaluation? It should be part of the process and management. If we make it part of the system, it will be easy for people to follow. They will be better for planning programs and policies. If you teach people how to evaluate and how to read evaluations or data, it will be easy to communicate and plan. It is a common problem that the evaluators suddenly appear at the end of the project once in three or four years and ask many questions that no one is ready to answer. The question arises why have you not collected the data for evaluation? It is because no one previously asked these questions, and data. If program managers are well trained and informed, they will be ready to answer the questions. They will be better prepared and be experts in analyzing the data.

OECD: "Right" maybe is not the right word. To ask a proper question may be more important than the right questions. It is about evaluators and managers needing to work on what evaluation can reveal. In that sense, the questions will be clear based on dialogues.

MOFA: We have started joint evaluations with NEDA. The future is joint work with partner countries. On the other hand, JICA provides technical assistance in evaluation capacity. There are cooperation programs for monitoring and evaluation programs at JICA as well as UNDP and the World Bank. The UN and USAID have also regional cooperation programs in the field of evaluation capacity building.

Comment: As you can see in many countries, the results are mainly focused. The recipients say "You should have told us the criteria". You have to have a good policy including questions about the program managers preparing the data. There is also one more point on evaluation capacity. When we talk about capacity, there are three capacities. First, is technical capacity. Second is ethical capacity. Third is sensitivity. To compromise the evaluation, it is important to be sensitive and having balance. The presenter for the Philippines said that evaluation is mostly done by old people. Old people who are doing evaluation may be more sensitive.

Moderator: We need a lot of approaches such as institutional evaluation. The presenter from OECD mentioned evaluation capacity and strategy. It involves so many different aspects. It is not an easy task to achieve. We have to do so many things to improve evaluation capacity and the strategy for policy making.

The Moderator closed Agenda 2.

[Agenda 2 (Plenary Session)]



(Dr. Arunaselam Rasappan, President, Asia Pacific Evaluation Association (Presentation-3))



(Mr. Hans Lundgren, Manager of the DAC Evaluation Network, OECD/DAC Secretariat (Presentation-4))



Agenda 3 (Working Group-1): Impact Evaluation for Evidence-based Policy Making

Moderator: Mr. Keiichi Muraoka, Director, ODA Evaluation Division, Minister's Secretariat, Ministry of Foreign Affairs of Japan (MOFA)

Commentator: Mr. Hans Lundgren, Manager of the DAC Evaluation Network, OECD/DAC Secretariat,

Mr. Rolando G. Tungpalan, Deputy Director-General, National Economic and Development Authority (NEDA), the Philippines

The Moderator made an opening remark for Working Group-1. He mentioned the importance of impact evaluation for policy making based on evidence. In this session, the participants will discuss the deep inside concept of evidence-based practice and the statistical approach for evaluation, which is commonly used by the international organizations. It is called impact evaluation. JICA also tries to apply an evidence-based approach not only for academic use but also for practical use. The Moderator introduced the presenters and invited them to comment.

Presentation-5: Evidence-based Practice – Basics and Global Trends –

By: Dr. Tomoya Masaki, Senior Advisor, Evaluation Department, Japan International Cooperation Agency (JICA)

The presenter began his presentations by explaining the outlines of his speech. Evidence is a scientific word. Evidence in this context is objective and scientific. The presenter explained the background of the evidence-based evaluation development beginning from a Randomized Controlled Trial (RCT) in the UK. An RCT is a type of scientific experiment, often used in medical area, where people are randomly allocated different treatments during the study. It began in the UK and spread globally in the 1990s. In the USA, government performance and results act were adopted in the same era. In the late 20th century, RCTs were recognized as the gold standard of evaluation to support the causal relationship with an intervention.

The presenter showed the EBP (Evidence-based Practice). It started in medicine as Evidence-based Medicine (EBM). There are two major networks for dissemination of evidence, one is CC: the Cochrane Collaboration and the other is the Campbell Collaboration (C2). 3IE (International Initiative for Impact Evaluation) joined C2 as an international development group from 2009. Although there are a lot of evidence databases and active groups in the world, both of CC and C2 are two of the most comprehensive global infrastructures of EBP to disseminate evidence.

The presenter went on to explain impact evaluation. RCT evidence is much stronger evidence than the other methods and systematic review and meta-analysis provide strongest evidence. RCT is often applied to impact evaluation as an experimental design. He showed the global trend of impact evaluations per year and by source. EBP was taken as a basis for impact evaluations.

Evidence flow is divided into three phases, such as generate, communicate, and utilize. CC and C2 are recognized as infrastructures of EBP in the communicate phase. How to use evidence is very important. The presenter explained the original concept change in EBM. The original concept of evidence-based decisions was made by clinical expertise, research evidence and patient preferences in 1996. In 2000, the

model was updated including clinical state and circumstance. He emphasized that the decisions have to be made by referring to all these four conceptual components with an appropriate balance but not done only by research evidence.

How can we identify the causality between an intervention and outcome? To answer this question, the presenter explained an explanatory model as “natural course dilemma”. For example, in the case of disaster, some indicators (for example, the number of diarrhea cases or patients with fevers) arise just after the disaster (or they catch colds) and recognize the situation as an aggravation because of the elevation of the indicator. In reality, this kind of intervention is a good intervention because it reduces the aggravation, but the observed arising indicator will be recognized as an aggravation. However, if the indicator went slowly down after the intervention and the indicator still went down after the initial measurement, it is definitely harmful but the observed indicator will be recognized as an improvement. Such situation will happen during the recovering phase of the disaster (or the healing process of a cold). To avoid such misleading situation, the design of RCT is useful. The presenter also explained the schematic flow of RCT to ensure generalizability through random sampling and allocation. Also, Cluster RCT as a common method for international development projects was introduced.

The presenter reviewed the key message for today as follows:

- EBP is increasingly applied in many areas including impact evaluations for international development projects.
- The original concept of EBM suggests how decision-making by impact evaluation results should be done. Cooperative decision making by experts and participants in a given circumstance is crucial.
- Why is the method of RCTs applied? Because RCTs are a type of impact evaluation that will be able to limit bias and generate an internally valid impact estimate.
- Application of cluster RCTs is rapidly becoming a common practice for impact evaluations of international development projects.
- Statistical significance can be led by “effort” and “negligence”. To avoid such unexpected meaningless statistical significance by chance, appropriate designing of impact evaluation in line with the study is quite important to create meaningful evidence for decision-making.

Presentation-6: Impact Evaluation – Case Studies –

By: Mr. Satoshi Shigiya, Deputy Director General, Evaluation Department, Japan International Cooperation Agency (JICA)

Impact evaluation comes from the medicine sector. As practitioners of ODA Evaluation, sometimes it is difficult to line the two concepts of evaluation and EBM. The presenter began explaining the case study of the Promotion of sustainable 3R activities in Maputo, Mozambique. The objective of the study is to promote the sustainable 3R activities of reduce, reuse and recycle in the field of waste management.

The team just finished the pilot phase. It dispatched Japanese experts who suggested three approaches: Group A: goods exchange, Group B: provision of buckets and Group C: periodical guidance.

Goods exchange is to give promotion goods for recycling waste. The green and blue buckets are provided to separate the waste. It also gave guidance.

None of the approaches had been tested for evidence. But the output and outcome were good.

It made an impact evaluation and we added Group D: none. Comparing the four groups, it found that all three measures are effective. Cost effective analysis was made for all groups. Group B was the most cost effective measure. Group C was expensive because of the human resources cost. Based on impact evaluation, there are some issues to be addressed. The market value is very low, but we have to think of the economic cost and value.

The second case is a social fund project in an Autonomous Region in Muslim Mindanao (ARMM) in the Philippines. The objective of the project was to improve access to social and economic infrastructure and livelihood opportunities in conflict-affected areas.

Our question is what the outcome of the project is. Various small-scale infrastructures are provided under the project in the area.

JICA made an impact evaluation at the barangay and household level to measure various outcomes of the project. The presenter explained the barangay level and the household level. In the barangay level, the percentage of beneficiaries is 9.4. Active communities mean the number of communities per 1,000 people conducting a periodical meeting.

The presenter said that when they looked at the outcome, they found that infrastructure could decrease conflicts. JICA conducted impact evaluations for households in two segments: all households and household heads with primary education or education at a lower level. In terms of expenditure, all the households spend less on water and electricity. However, households with lower education had increased expenditures for food, clothes, and education. Utilization has been increased. As for education, enrollment for primary education increased. Utilization of safe water and toilets increased. There were no major changes in the outcome indicators for health. In community activities and security, no major changes are observed except for the reduced occurrence of conflict among clans. The presenter mentioned that they learnt from this evaluation that they expected to produce indicators that would change, but they could not confirm the changes. The presenter emphasized that they really want to change the indicators and wish to learn from the indicators. Maybe it should consider incorporating a soft component to improve the outcome of health indicators, or it is necessary to observe for a longer period than one or two years.

Moderator: The first presenter explained the theoretical and historical viewpoints and the research ethics for the development cooperation stage. The second presenter explained the real case studies in Mozambique and the Philippines. In the case of Mindanao, the case is complicated since the area is affected by conflicts. But the survey shows some positive outcomes and suggestions for future design. The presenters made significant suggestions for evaluation design.

OECD: The first presenter provided us with some basic information about evidence-based evaluation from the view of academia. The second presenter showed JICA's case studies in two countries. JICA has engaged impact evaluation in this way. The development banks of France and the Netherlands, the World Bank and other international actors do some impact evaluation. I have a few questions. Before that I have some introductions to share.

There are strong impacts from research and policies. With the case of Zambia, cash grants provide

poverty relief and sustainable growth for poor households. Impact evaluation was conducted in Zambia on the cash grant program. We proved that more needs are met by households participating in the grant program than non-participants. The government decided to scale up the program based on impact evaluation. This evaluation got the best results and the government will increase the program budget from its funds. We have to think about the dynamic process when we do impact evaluation.

The theory of change is also an important aspect. There are cases when some programs that showed good results became unsuccessful in other countries or situations. We cannot define the circumstances and causes. This is a kind of an RCT black box.

We have a number of systematic reviews that are on the top of the evidence "pyramid". The systematic reviews are made by analyzing expert opinions, case reports, studies, cohort studies and randomizer controlled trials. Taking an example of the anatomy of a bubble, house prices in Las Vegas are shown in the graphics. When house prices increase, people think how they can get in on this. Then when the prices reach a ceiling, people get shocked and when the price goes down, we ask what they were thinking.

A similar situation is shown in the emerging technologies hype cycle. There are 5 stages: technology trigger, peak of inflated expectations, disillusionment, slope of enlightenment and plateau of productivity. Compared to the Las Vegas price, this is more optimistic as the graph goes up.

We talk so much about evidence. There is a quote from J. M. Keynes that "there is nothing a Government hates more than to be well-informed, for it makes the process of arriving at decisions much more complicated and difficult". I think we need to be modest and rational in making decisions.

I have a question for the first presenter. How applicable do you think medical testing could be for social projects? Some say that RCT is a black box. You know the results, but you don't know why it happened. What is your opinion about this? And for the second presenter, I have a question. You compared the benefits measured by recycled goods. The benefits calculated based on the cost of the recycled goods. Would it be possible to change the benefits because of the goods?

What is the cost of RCT? Do you scale up on the basis of this result? The case study of the Philippines was interesting. You have to adopt different techniques trying to find the differences in control groups.

The Moderator opened the floor to discussion.

Discussion

NEDA: We share similar views on the presentation. As for the EBM and EBP, the difficulty of EBM is that it is an opportunity to try to scale the different specialties.

I heard about the debates of RCTs and 3IEs in our three major programs. They are necessary to look at if they decrease bias in choosing the data, methodology of selecting and techniques. It is like the debate of attribution versus contribution. How shall we undertake intervention that results in an outcome? We should question the contribution of intervention.

Another important source of discussion for the government is cause and effect design for the control and treatment group. How are the evaluators chosen? Because of media and interactions in society, it is difficult to choose a true control group. We end up having the same results. The question is whether

the outcome is realized as we expected. The commentator mentioned the theory of change, which affects the evaluation results. Did we expect intervention to lessen the conflicts? We try to rationalize the circumstances. The conflict situation is an issue. It may be a long stretch before we have an outcome. Evidence is not just an anecdote or opinion. It is scientific evidence that can be proved.

The final point is the timing of intervention and evaluation based on evidence. We provide a good base and evidence, but sometimes the timing of evaluation might be too early or too late. This is an issue the government deals with constantly.

JICA (Dr. Masaki): How can we apply EBM to solve social issues and conflicts? This is a theoretical matter. The difficulty is an ideal sampling in the real world. The next thing to do is to apply it and find the best approach. Why cannot RCT give a reason for the answer in a social context? The results of RCT give us just a signal for the causal relationship but they do not give us the reason. We can find the causal relationship between an intervention and the result, theoretically. After that, we can find the reasons through appropriate analysis including qualitative methods.

There was a question of limited budgets in the government program. Theoretically, it is possible to set targeted goals with appropriate methods. But it is hard to get results in a short period. One or two years might be too late to make decisions with the ongoing circumstances. In such case, we can focus on monitoring. And small-size RCTs may be able to be applied in some cases. To conduct well controlled small projects may give us qualified evidence, and meta-analysis of these similar types of RCTs will provide us with more useful evidence by systematic review to make a decision.

JICA (Mr. Shigiya): The first big issue is the design issue. In the Philippines, we tried to get accurate results, and first set a random approach because the places are randomly located. The next critical point from two commentators was the theory of change. We try as much as possible to find what the theory of change was. What is the indicator or target? It is difficult to get a theory of change especially for complicated projects. The Mindanao project is a very old project and what we can do is that we can imagine what would be the theory of change. At this moment, we can recall this project, which has outcomes in the post-conflict era. That is why I think, in the future, what we need is to have to set a clear cut theory of change before making an evaluation. Finally, as the commentator indicated, it is easy to rule out from the pilot experiences and projects, as we have issues extending and changing every year and every month. We always ask if the result is applicable to another world. We don't have an answer to this question. We are conducting impact evaluation. The cost and outcome of sampling is US\$100,000, which has to be increased to US\$200,000, but we need to have to strategically select the area to show the impacts.

Question: In the case of health and hygienic, we are focusing on changing the social benefit. There are so many activities including education and health. The conditions in each sector are not good. Education may be related with work aspects. Sanitation is also critical. The bottom-up approach should be there for better results.

Question: Thank you for the presentation and comments. We are in the stage of finding the best theory for change. The problem is the use of medical science in policy making. Policy making is totally made by human beings. We cannot ignore the psychosocial aspects. But this is dealing with human beings and psychological aspects. Do you find any space in the process of evaluation for the role of citizens and social engagement?

Question: If we need a balance between investment and money, there are two options: conducting monitoring systems or conducting one large evaluation, which would you choose?

JICA (Dr. Masaki): First of all, we need to have to keep within our budget because we have limited resources. Both the monitoring and scientific approaches need appropriate budgets. In the UK, for example, the government allocates a large budget for the medical area, so the medical area has been developed. But other areas do not have enough budget. EBM is blossoming because of the budget setting.

As for the question of how to apply it to public services, the theoretical thing is very important, but how to apply it to social or public services is an issue. The concept is a theoretical one, but public service is different. If we find a theoretical issue, we can choose the appropriate services to solve them. We'd better start thinking from an evidence viewpoint and find applications to conduct evaluations. If we find bad or negative interventions, we can stop the project and the resources will be able to be used for other prioritized activities.

JICA (Mr. Shigiya): Cost-effective analysis is no more comprehensive. If the people change their behavior and ideas, the community and people also change. It is a preliminary model we have to develop and draw benefits from the cost. We are conducting more than 100 external evaluations each year. JICA is conducting beneficiary surveys. Now, we are trying to invite partner country resources such as NGOs, NEOs and academia, so we can have various points of view for evaluation. Lastly, there was a question on financial allocation. I understand the World Bank is aiming to spend 10 percent of the project total on impact evaluation. 70 evaluations should be conducted by the World Bank. In JICA's case, the number is 1 percent. We try to make it to 3-5 percent depending on the project. JICA is not a research institution. That is why the budget is low. JICA is a service delivery institution. JICA's role should be delivering our knowledge together with the partner countries.

Question: Policy making and talking about how to make policy setting is an issue. The ODA projects are quite intensive. How can we think about impact on policy orientation? We have to challenge ourselves to change the paradigm of ODA, including capacity building. You have to think about projects from a very innovative way. Government officials should have knowledge about that. What should be the target? How can we plan for hundreds and thousands of people in the local area? We should focus on the people but the ODA budget is decreasing and we need to be more innovative.

I want to share some issues of social impact. We have several successes regarding economic impact.

We are just promoting a village to develop economically, for example, to get loans. In a harmonized society, there are sub-loans for communities. Also, there are certain cases that have ODA assistance.

Moderator: Let me answer the first question. The intention to moderate this session is that evidence-based policy making is not only about the policy or program but it is also about putting forward the best evidence-based projects. Policy level is also a target area. It is a complicated issue of cause and relation. I'm not an expert on the theory, but I observe that there is a policy structure on impact evaluation. It is difficult to get scientific evidence. That is why Dr. Masaki was invited to define the policy project from an academic viewpoint.

JICA (Mr. Shigiya): Many well controlled small projects can produce qualified evidence. If we have strong evidence in the requested area, it can be applied to policy making in the area.

JICA (Dr. Masaki): There are a lot of needs regardless of the budget limitations. We have to address market mechanisms, jobs and financial improvement. JICA can make a direct intervention but we can also improve the various systems in the business environment. In that case, we can facilitate Japanese investors to invest. Then we can facilitate job creation and other benefits for the countries. We need to have evidence because we use taxpayers' money. We should prove that our intervention will influence policy change on credible evidence.

Moderator: Thank you for the lively discussions. Evidence-based practice and impact evaluation are difficult topics. We should have new ways to stimulate change in ODA.

The Moderator closed Agenda 3.

[Agenda 3 (Working Group-1)]



(Dr. Tomoya Masaki, Senior Advisor,
Evaluation Department, Japan International
Cooperation Agency (Presentation-5)



(Mr. Satoshi Shigiya, Deputy Director General,
Evaluation Department, Japan International
Cooperation Agency (Presentation-6)



Agenda 4 (Working Group-2): Evaluation of Environmental and Climate Change Projects

Moderator: Mr. Naonobu Minato, Visiting Professor at International University of Japan/Executive Director of Japan Evaluation Society

Commentator: Dr. Ryokichi Hirono, Professor Emeritus at Seikei University/Formal President of Asia Pacific Evaluation Association

The Moderator introduced the outline of the topics of the session and introduced the presenters.

Presentation 7: Mainstreaming Climate Action into Development Planning

By: Mr. Isao Endo, Senior Policy Researcher, Institute for Global Environmental Strategies (IGES)

The presentation is about the climate change adaptation and disaster prevention issues. The presenter began his presentation by highlighting the climate change problems especially in the Asia-Pacific region. In Asia, there are increased floods damaging infrastructure, livelihoods and settlements; heat related mortality; and water and food shortages. In Pacific areas, there are various problems such as loss of livelihoods and sea level rise. The countries are making great efforts in addressing these problems. For example, in Asia, initiatives are being made through mainstreaming climate adaptation action into national and subnational development planning. In Pacific islands, community-based adaptation has generated large benefits in conjunction with other development activities.

In the field of adaptation planning, according to the survey, 11 out of 14 countries in the region have already devised national adaptation plans (NAPs). Also, a regional strategy is being adopted in the Pacific (i.e., Strategy for Disaster and Climate Resilient Development in the Pacific). One of the key issues that these strategies address is flooding. Stressing the importance of science as part of evidence-based evaluation, the presenter introduced a holistic approach consisting of multiple analytical methods for reducing and avoiding floods likely exacerbate as climate changes.

The presenter demonstrated the concrete use of scientific knowledge by presenting a pilot project conducted by IGES and the University of the Philippines at Los Baño (UPLB) as a case study applying the integrated approach into local land-use planning. The project targets the Silang-Santa Rosa sub watershed, located 50km south of Manila, which experiences serious floods due to typhoons almost every year.

As a research institute, IGES/UPLB supports the governments in the Philippines, for example, by conducting scenario analysis, risk assessment, and climate change measure development for improving land-use planning.

In the scenario and risk assessment, using hydrological modeling and GIS/Remote Sensing techniques, IGES/UPLB identified current and future flood-prone areas indicated in maps, including 3D ones. Following the assessment, serious consultations with the local governments lead to priority measures, including the following: 1. Zoning enhancement; 2. River rehabilitation; 3. Capacity building; and 4. Inter-city cooperation. In zoning enhancement, development controls are enforced in areas highly susceptible to flooding, which prevent settlement construction and maintain as much vegetation as possible. Additionally, the improvement of building codes as well as the implementation of runoff mitigation measures and land-use harmonization is important to focus on.

In river rehabilitation, regular river cleanup is required for the entire watershed. Proper zoning, waste management, and drainage improvement are also necessary.

For capacity building, with support from IGES/UPLB, the local governments decided to organize training events for their staff members based on the result of training need assessment conducted in the project.

One additional important point is inter-city cooperation. For effective adaptation to flooding, it is important to make collective efforts by all relevant municipalities in the sub watershed. The integrated watershed management council for Silang-Santa Rosa River basin was established as a mechanism to facilitate such cooperation among cities.

As a result of taking the above measures, it is expected that the risk of weather-related disasters (i.e., flooding) will be alleviated. The presenter mentioned that the findings from the project show that the number of people affected by flooding will be reduced by 20 percent under the best-case scenario where runoff mitigation measures are implemented. Additionally, CO₂ emissions will be reduced by preserving existing vegetation in the sub watershed.

In the Asia and Pacific region, climate change adaptation is being mainstreamed into development planning at the regional, national, and subnational levels. For this, scientific knowledge is the key. IGES/UPLB aims to provide the scientific assistance to developing countries in the region as the improvement and harmonization of land use are useful as countermeasures to avoid and alleviate probable climate change impact.

The Moderator thanked the presenter and invited the next speaker.

Presentation-8: Evaluation of Environmental and Climate Change Projects – Fiji’s Experience

By: Mr. Ledua Vakaloloma, Acting Chief Economic Planning Officer, ODA Unit, Budget Division, Ministry of Finance, Fiji

The presenter explained the main outlines of the presentation, which is focusing on the Fiji lesson and experience in terms of climate change projects. ODA assistance has been increasing year by year. Fiji receives ODA in the form of cash grants through the budgeting process and ad hoc funds including technical assistance or loans. Major bilateral partners are Japan, Australia, China and New Zealand as well as international partners including the EU, UN, World Bank and IMF. With a new foreign policy we anticipate new and nontraditional development partners.

In regards to ODA coordination, Fiji’s government aligns the aid into its development agenda and has constant dialogue with donor agencies and development partners on the implementation of aid projects and programs. The project proposals are submitted through the Budget and Aid Coordinating Committee (BACC) mechanism. The government also administers the ad hoc grants. The reporting framework for all ODA is made through the BACC and the cabinet on a bi-annual basis.

The presenter then explained about the BACC mechanism. BACC is the central aid coordination machinery of the Government. BACC members include the permanent secretaries of the Ministry of Finance, Public Service, Foreign Affairs and Deputy Secretaries of the Office of the Prime Minister, Strategic Planning Office and Budget Division. All development assistance proposals are filtered by the BACC before

endorsement after due consideration to the government's development priorities. These proposals become projects and programs either in the forms of AIK or cash grants, which are then reflected in the Government budget in the following years.

The presenter showed the graph of total ODA assistance for Fiji. Fiji usually receives a lot of technical cooperation. Cash grants are small though.

In the field of environmental and climate change projects, most of them are funded by major development partners that address climate change, biodiversity and land degradation.

Different implementing agencies have a separate institutional structure and process to undertake evaluation of projects implemented by them. UNDP has a different approach to ADB and FAO but are similar in purpose. The process of implementation includes inception workshops, setting up of project boards, steering committees, technical committees, stakeholder meetings, workshops and consultations.

Implementation of programs and projects occurs at all levels of government in national, divisional and community levels. For example, project implementation for the Department of Environment whereby the director plays an important role as the approving officer for works under the project to ensure quality and timely delivery of outputs.

Existing national committees such as the NBSAP Steering Committee, Invasive Alien Species Taskforce and National Wetlands Steering Committee play critical governance roles as project bodies. The project board is chaired by the Director of Environment and facilitates discussions on budgets.

The presenter talked about setting up a project management unit following the cabinet's endorsement. Each ministry and department is responsible for the implementation, monitoring and review of projects. However, from the central agency, the Ministry of Finance is responsible for the implementation, monitoring and review of the entire ODA policy framework and related overall plan. As an example of Monitoring and Evaluation, the presenter took a case of focusing on national priorities, outcomes, indicators, implementing agencies, partner agency, and progress.

The presenter continued his speech talking about impacts and lessons learnt. There is a lengthy process in project preparation and documentation. Partners are encouraged to consult the right offices, ministries and agencies from very early stages. A lack of understanding also exists. Managing a project is a challenging task and therefore, needs proper planning and communication. Evaluation is as an externally driven activity. Fiji needs to internalize and institutionalize the whole process. Fiji also needs to review the progress and results regularly and make adjustments.

The presenter took the case study of village relocation due to constant flooding. The village is Vunidogoloa. The total cost was US\$978,229. The Government approved to pilot a relocation project under the disaster reduction and climate change adaptation initiative. 30 families were relocated to a safer place where natural disasters did not pose any threat. The lessons learnt from this project are political support, resolving land issues, financial support, multi stakeholder approach and proper planning.

The Moderator thanked the presenter and opened the floor to discussion.

Discussion

Commentator: Both presenters made excellent presentations on climate change and mitigation and Fiji's practical experience and lessons. Nicolas Stern, a British economist at the World Bank said that "There are two great challenges: poverty and management climate change". We must act strongly now. Our responses to them will define our generation, and because they are linked to each other, if we fail on one, we will fail on the other". Also, in the State of the Planet Declaration in 2012, that "The defining challenge of our age is to safeguard earth's natural processes to ensure the well-being of civilization while eradicating poverty, reducing conflict over resources, and supporting human and ecosystem health".

It is true that mitigation of climate change is important. Climate change adaptation is more important. For many of the developing islands states, it is important to conduct adaptation to climate change.

We have to mitigate climate change and at the same time we need to deal with climate change adaptation. As for capacity, we really need capacity to deal with climate change. If you really look at the small islands countries, their problems are mitigation of climate change and increase of CO₂. A big issue we do not deal with is waste management. One point is that if you look at the flooding effects, you find the effects are clear: flooding. But if you look at causes, there are many causes. How do you differentiate the causes and effects?

Many stakeholders have interests in causes. It is difficult to find one solution for all stakeholders. It might be a more political question.

As for Fiji, I agree with the importance of sharing the experience of Fiji and also the need for transparency, mitigation and adaptation.

In regards to this demand for accountability and public disclosure, I think from your side and from donor countries, too, including Japan, so many NGOs, and at the same time as taxpayers of this country, we demand our government to be more efficient and effective. To me, regarding the demand for transparency, efficiency and creditability, one major reason we demand this is because of debt. The current fiscal debt of Japan is three times that of GDP. This demand for efficiency and effectiveness is universal. I am happy that you raise this issue. CDM is a good way to reduce greenhouse gases. However, CDM was signed by all the countries who signed the Kyoto Protocol, and they have to agree with the all processes of CDM. It takes a long time to approve all these points. Therefore, the Japanese government decided to go ahead with JCM and have a bilateral agreement on an emission trade agreement.

How should we be strengthening the evaluation capacity in small island countries? They mainly focus on climate change and financial support. How do you mainstream evaluation in reducing climate change?

IGES: About the cause and effect, science has not yet reached a level high enough to fully understand how much a specific typhoon or flooding is attributed to climate change. According to our study, non-climatic change i.e., development causes massive flooding, while climate change is expected to exacerbate the problem. As for the stakeholder, there are many stakeholders, and we take a holistic approach – a watershed land-use approach – to cover different jurisdictions and stakeholders.

Fiji: Taxpayers and recipients require information and accurate data. Regarding the emphasis on mainstreaming, there are initiatives of the governments such as the Ministry of Foreign Affairs. There are synergies between the excessive climate change fund and project implementation as a part of mainstreaming the process on climate change.

Commentator: About 10 or 12 years ago, we implemented the program in a third country, Cambodia. We collaborated with the Singapore program to provide aid to Cambodia and use Singapore people. Would this be useful for you?

Fiji: It depends on the capacity ability to receive the aid. It depends on contents.

Question: As far as cause and results, the science cannot yet define the phenomena of climate change. It is more related to human effects. For example, we can point to the inefficiency of transportation, which leads to increase of greenhouse gases. We are contributing to these phenomenon. Most are created by us: The increase of temperature causes flooding, heatwaves or other disasters. All these things should be looked at from a more historical and broader view. We are in need of using energy-efficient transportation.

How did you mainstream climate change into the development process? In the case of Pakistan, unless the projects or programs are all approved by the top leadership, no projects will be approved if climate change is not integrated into the design system.

Comment: I would like to share the best practices in Bhutan. Our country is very vulnerable to climate change. Every policy has to be adjusted or go through the Gross National Happiness Commission and go through tests or weighed from the viewpoint of gender, climate change, and poverty and disaster management. The projects have been mainstreamed by local government and implementing organizations. Once the project is submitted, the planning commission assesses the gender, climate change, poverty and disaster issues.

We have guidelines on policies. Like the Philippines, we have areas vulnerable to disaster. One thing to mention as an example is river basins. We have a sustainable water system. We have a good relationship with India in protecting water areas. We share the concepts with India in huge investments to protect the shared water area. We have a monitoring system for natural and vulnerable zones. Humidity and constant a water source is a challenge. Therefore, pumped water is a very expensive business. This is a challenge we are facing and dealing with.

Question: I am very inspired by the presentations. We really love to learn about the Fiji's and the Philippines's experiences. We are interested in the technical assistance in the evaluation of natural and environmental issues and have access to information on evaluation lessons and experiences.

IGES: Regarding your question on how to mainstream the climate change issue into development planning, based on our experience in the Philippine pilot project, I think there are several key successful factors.

One of them is legislation. The Philippines has strong legislation and institutional arrangements to mandate climate change aspects in developing planning, including land use. Secondly, there is need of political will. In our project, the city mayors who are well informed of the problems took initiatives to address them, organizing the management council to make collective efforts at the basin scale. Thirdly, good scientific data and understanding are necessary. There is already a lot of knowledge in local universities and research institutes (in our case, the University of the Philippines). I would recommend collaborating with those organizations to utilize their existing expertise and experience.

Fiji: There is a need for political support to ensure an effective and efficient way of cooperation among parties. It is also important to make sure the results are achieved and carried out effectively and efficiently. Collaboration of the parties is also important.

Question: The prediction of the climate change impact was interesting. We have technical expertise in climate change. I have not seen the expertise as you have shown here. In the Fiji model, I am very keen on partnerships. Do you have a partnership with private sectors?

Comment: In the Philippines, we have legislations on climate change issues. We have the Climate Change Commission and the Climate Change Law. When we work with donor partners, we are making vulnerability assessments. We publish impact assessment technical handbook guidelines for sharing information and practices. We especially focus on critical environmental areas. We have a lot of tools. It is important to have guidelines, share experience and lessons. We have an early warning system. All initiatives come from not only the national level but also the local level.

Commentator: In Yokohama, we had the Asia Smart City Conference. We talked about land use and climate change. A smart city development idea is being pushed very hard. 28 countries took part in the conference. Next March, we are going to the smart city conference in Vietnam. We are happy to see the Philippines, as the most advanced in the Asia-Pacific area, sharing its innovative ideas about city planning and smart city development. This country has experience and knowledge in this area.

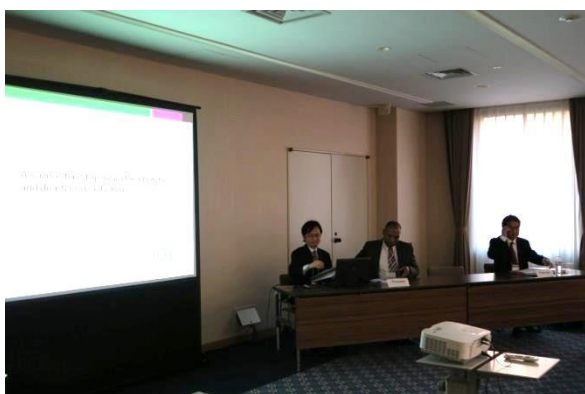
IGES: Last summer, we visited Samoa, Vanuatu and Fiji to conduct needs studies about climate change impact assessment. Coastal areas and inland areas have high risks of flooding. Based on our studies, we made recommendations to the Ministry of the Environment, Japan, to implement a cooperative project with these small island states to initiate research activities to make flood-hazard maps in the coastal areas by collecting and analyzing bathymetric data, developing hydrologic models, and projecting coastal inundation.

ADB is interested in our watershed land-use approach, and we decided to hold co-host a workshop with ADB in next January on climate resilience and green growth. Governments and research institutes which take similar approaches in various countries such as Malaysia, Thailand, and Indonesia will participate and share experiences and lessons learned.

Fiji: We are involved in working with the private sectors and local communities in our policy making process by having consultations.

The Moderator concluded that the presentations were fruitful and informative for sharing experiences and case studies.

[Agenda 4 (Working Group-2)]



(Mr. Isao Endo, Senior Policy Researcher,
Institute for Global Environmental Strategies
(Presentation-7))



(Mr. Ledua Vakaloloma, Acting Chief
Economic Planning Officer, ODA Unit,
Budget Division, Ministry of Finance, Fiji
(Presentation-8))



Agenda 5: New Topics for Evaluation to Achieve SDGs

Moderator: Dr. Ryokichi Hirono, Professor Emeritus at Seikei University/ Former President of Asia Pacific Evaluation Association

Commentator: Ms. Yasuko Nishino, Director General, Evaluation Department, Japan International Cooperation Agency (JICA)

The Moderator opened the session and explained that the topic of the session is about SDGs, the Sustainable Development Goals, an intergovernmental set of aspiration goals with 169 targets. Then the Moderator introduced the presenters and commentator.

Presentation-9: The Role of UNDP in Advancing the SDGs

By: Dr. Indran A. Naidoo, Director of Independent Evaluation Office, UNDP

The topic of the speech is the role of the UNDP in advancing the SDGs. The first point is evaluation. Evaluation is for learning. If we are talking about improvement and development, the targets of the SDGs are very ambitious. Evaluation systems are the bedrock that supports countries to conduct their own assessment of SDGs compliance. Effectively conducted evaluation enhances quality of public investments which is a key governance tool for greater transparency, accountability and learning. Evaluation of development if done in a participatory and credible manner drives development processes and helps concrete progress around areas such as South-South and Triangular Cooperation.

Sharing lessons and knowledge builds bridges across regions and sectors within countries which is imperative of the SDGs. In 2013, UNDP office requested the IEO to carry out a thematic evaluation of the “Role of UNDP in supporting national achievement of the Millennium Development Goals (MDGs)”. This evaluation assessed the results achieved by UNDP in supporting achievement of the MDGs, identified the factors which affected contribution and performance, including strengths and weaknesses, in past performance as well as threats and opportunities, for future engagement in this area. It was a key lesson for UNDP engagement around finalizing the MDGs and preparing for the SDGs and the recommendations were committed to.

The UNDP is significant in all countries. Evaluation of UNDP means also evaluation of UN. The evaluation covered national programs and projects, institutional mechanisms, plans, MDGs champion and MDGs reports. We covered the country-based studies also. Our office every year assesses the country level about the UNDP contribution. We have finished 100 assessments up to now.

We came out to conclusion. Overall, the MDGs were a good idea. Second, UNDP supported the MDGs right from the start with an impressive set of tools. Third, UNDP could and should have collaborated more with other UN agencies. Fourth, UNDP often supported MDGs planning without adequately considering means of implementation. With proper resources, aligning national development strategies with the goals can contribute to their achievement even in the poorest countries. UNDP is well positioned for the post 2015 agenda but needs to redefine its role in the more crowded environment. The evaluation has a good influence to UNDP to be more successful in SDGs.

For MDGs implementation, UNDP partnered with national authorities to produce over 500 MDGs country

reports for score keeping. UN secretary general agreed that UNDP should now play the same role with national reporting on the SDGs. This is a significant declaration. UNDP has three goals: reduce poverty, reduce inequalities, and enhance peace justice and strong institutions. UNDP will be rolling out a package of tools and services to support governments as they localize, review and evaluate their progress against the SDGs agenda. UNEG will provide professional expertise to agencies so that the evaluation related challenges and opportunities are properly considered; support the on-going indicator development work and so-on.

In 2015, NEC IV Bangkok Conference launched collective approach to responding to SDGs imperatives. It is the largest evaluation event globally by government and country participation with 100 countries and 450 participants. It was also first time collaboration between all three international evaluation societies. The topic was how we measure the SDGs targets. It is not an easy job to do alone. Many parts and many stakeholders will bring their cooperation to evaluation of the SDGs.

Bangkok declaration defined that SDGs intentions for follow-up and review processes are specifically guided by objectives that evaluation function directly responds to identify achievements, challenges, gaps and critical success factors, to support the identification of solutions and best practices and promote coordination and effectiveness of the international development system. It must be open, inclusive, participatory and transparent for all people. It should be built on existing platforms and processes, be rigorous and based on evidence and require enhanced capacity building support for developing countries.

Bangkok declaration also helps to take a large definition of evaluation as information and knowledge to design, monitor and evaluate policies and programs, considering that information and knowledge on evaluation should be taken to all levels of government because everyone plays a role on program improvement. It helps to build capabilities to produced statistical data and national registers around the world.

At the end of this presentation, the presenter introduced the websites for further information about UNDP evaluation.

The Moderator thanked the presenter and invited the next speaker.

Presentation-10: Towards a Transformative Evaluation of SDGs

By: Dr. Yuriko Minamoto, Professor at Meiji University, Graduate School of Governance Studies / Vice President of Japan Evaluation Society (JES)

The presentation was about an evaluation approach that can be applied for country-level evaluation of SDGs initiatives. In case of SDGs, not only the recipient countries, but the donor and partner countries also have to implement their evaluation policy. Transformative evaluation covers all governments. It is not only an issue for recipient countries.

There are many definitions of evaluation. Most students say that evaluation is grading. It is one side of evaluation. Evaluation is utilized for social intervention. Evaluation is for future intervention betterment and development. To value evaluation, we need to determine the merits and goals of intervention. We want to better the social system. Therefore, evaluation is intervention for social betterment.

The intrinsic points of evaluation are that it is an idealized problem-solving sequence. Evaluation includes needs assessment, assessment of programs (intervention), theory, process evaluation, and outcome and impact evaluation. All these processes are evaluated processes.

There are various approaches for evaluation practice depending on objectives, theories and strategies of intervention. For example, utilization focused brands that focus on utilization of evaluation results. What kind of evaluation approach is the most appropriate? It is said that great attention is paid to methods and little attention is paid to theoretical issues that guide method choices. There is a lot of literature on how to conduct evaluation studies. There are many methodologies. Evaluation is a quite pragmatic practice, halfway between science and practice.

There are three fundamental evaluation theories:

- Social programming (intervention theory): We have to recognize the social problems and evaluate them. The key question is what the strategy for the social problem is?
- Valuing or value theory: Evaluation goes with the value. What is good by which notion? Which criteria are you talking about? Value is very important in this theory.
- Knowledge use or theory of use: Without utilization, it is nothing.

From the perspective of SDGs, no one should be left. Equality including the most vulnerable people in the development process should be enhanced. Second, the context of ecological development should be included and needs to share limited resources equitably. We talk about not only development but also sustainable development. Therefore, we need to include sustainable issues in our development plans with a changing governance system in our society, which is a very transformative action.

How can we evaluate transformative intervention in a multi-actor development community? I would like to propose the so-called “transformative evaluation” approach.

Assessing outcome and impact may not be enough. Assessing intervention theory and the implementation process needed for future improvement of the intervention. We also need to evaluate the theory. We ask “if-then questions”. We need to evaluate and improve intervention, because we intervene for betterment. Through participation of different actors in evaluation processes, their diversified knowledge and experience can be utilized to improve social intervention. Community knowledge is also important as they know better than anyone.

The presenter concluded the presentation highlighting the fact that evaluation is a tool to democratize social change.

The Moderator thanked the presenter and opened the discussion.

Discussion

Commentator: Dr. Naidoo highlighted the characteristics of the SDGs, their comprehensiveness and broader participation. He pointed out several factors that would lead the SDGs to success, based on the UNDP’s experiences in supporting the achievement of the MDGs; such as enhancement of the evaluation capacity, strengthening data systems and the evaluation mechanism at the national and local levels.

To respond to the SDGs' nature, such as comprehensiveness, inclusiveness and broad participation, Dr. Minamoto proposed the "transformative evaluation". In the transformative evaluation, for the improvement of interventions, she said intervention theory and the implementation process would be the main focus of evaluation. I'd like to point out the fundamental concept of evaluation, which was common to both presentations: "Evaluation is for learning" and "Evaluation is for future intervention betterment".

Let me present an introduction to the feedback mechanism in JICA. We are trying our best to improve our projects by reflecting lessons learned. All project planning documents are required to include this point. On the other hand, there are so many lessons that exist separately in the individual ex-post evaluation reports, project completion reports and sometimes in our heads as implicit knowledge, so there was a need to make a large amount of lessons practical and easy to access. We performed an analysis of lessons learned, and they were processed into practical and generalized lessons. We call them "knowledge lessons" or important lessons. Further, in order to measure the outcome of the projects more precisely, we have been preparing "standard indicator references" in key sectors. These knowledge lessons and indicator references are on our website.

As to the contribution to the development goals, we made an analysis of our projects' contribution to women's economic empowerment and capacity development. This is Goal 3 in the MDGs and Goal 5 in the SDGs. We selected three different types of projects: rural road construction, sericulture promotion and school construction, and reviewed the project impact from gender perspectives. It revealed that these projects had contributed to creating job opportunities for women and education opportunities for girls, as well as enhancing women's self-esteem and improving the social status of women. For these three projects, gender perspectives were integrated into the project design at the project planning stage and it was effective. This kind of thematic review and in-depth analysis gives us a lot of insight. In this case, you can see that these three projects contributed to several goals, and these goals are inter-related. Through such analysis, we can develop cross-cutting lessons or discover effective approaches. These findings will be utilized for the betterment of future projects, and they will contribute to the achievement of the SDGs.

In order to ensure that the outcomes of individual development projects contribute to achieving the global targets, it is important that all three level targets, that is, the global level, national level and project level, are harmonized, or linked. It means the national targets and indicators are to be set to align with the global targets, and the project targets and indicators should align to the national targets and indicators.

Also, for each country, harmonization of the national targets with the national development policies and strategies is required. For our side, because of the inter-related nature of the SDGs, more target-conscious and intervention-theory-conscious project planning is indispensable. As the national targets are situated in the middle, setting adequate national targets is critical, so developing capacity for data collecting and monitoring in each country is an urgent need.

JICA has been assisting partner countries in this field, by implementing technical cooperation projects for strengthening the statistical information system and M&E system.

We also provide some training programs related to statistics and evaluation, as well as conduct joint

evaluations with partner countries. We will continuously cooperate with partner countries in this area based on needs and requests, in collaboration with other donors.

We all know that the SDGs are global challenges that every country, stakeholder; government, development agency, private sector, academia and civil society should tackle together. Evaluation could play a vital role in such efforts towards the achievement of the SDGs in many ways.

Question: I have a question from Vietnam about the achievement of the MDG goals.

Vietnam: We have the 2011-2015 socio-economic development plan and we assessed what we had done within the framework of MDGs. Vietnam is on track to successfully meet the MDG goals. In the future, we will develop and integrate the plan in regard to SDGs.

Question: As we prepare the indicators for SDGs, is there a need to weigh the goals? Many departments ask which one is valuable and a priority.

Question: How can we change the mindsets for the collaboration of all stakeholders? We have 169 SDG targets that evaluators will need to evaluate.

Comment: Evaluation is not in our culture. As the presenter said, evaluation must be in the culture. It requires a budget. For Laos, evaluation is normally conducted by the donor country. Our capacity is not ready. We look forward to have ECD in our country. We already have a partnership with donors and private societies. We also take part in South-South Cooperation. Evaluation is a challenge. I believe we need to have a better plan. We are a very young member of this team. For MDGs, we already included the goals in our plans. To evaluate this, we are still looking for support from experienced partners. We also include SDGs in our plans.

UNDP: The question is about evaluation for what purpose. There are different types of evaluation. In the UNDP context, evaluation connects with accountability and transparency. For SDGs, evaluation is for learning. The focus is to use evaluation as transformation. The Bangkok Declaration was adopted quickly because most countries had no problem with working with civil and evaluation societies. National evaluation capacity links to the development issue.

JES: As for the question about priority targets and goals of SDGs, I do not have an answer. Prioritizing is a policy process to decide which policy is important and when to intervene. Prioritizing is always an issue. It is difficult to change mindsets. There is no simple way to change it. In Japan, we also don't have an evaluation culture. When we try to improve something in the institution, we can utilize an internal evaluation. To introduce evaluation in changing the mindset of people, it needs to start from the primary stage to involve various actors. It would be much easier to cooperate with the local communities such as IGES's example of the Philippines disaster prevention measures, where they utilize scientific data and at the same time to try to figure out their own town planning through

participation of the people.

If we try to use evaluation to assess the budget, it is going to be a problem. If we do that too much, it will be too much control. Evaluation is for improvement. As the budget is limited, before the evaluation, we need to know if an intervention is worthwhile. Then we can make decisions on intervention.

Question: Evaluation culture also means establishing evidence-based reporting. UNDP has UN statistical data in Asian and Pacific countries. Have you done an evaluation capacity assessment and evaluation-based reporting in Asian countries?

Question: What are we doing differently in MDGs and SDGs that is substantive for all of these priorities?

How are we positioning evaluation in the context of SDGs? The approach of development management is not integrated. Every ministry is institution-based. If we continue looking at the evaluation as a third party intervention, do you think we can achieve the SDG goals? Maybe we need to have a different approach.

Question: My question is about lessons after the evaluation. As our world is dynamic, lessons learnt may be useful or not useful due to the change of circumstances. What do you think of dynamic changes and application of lessons learnt?

Question: Someone said all countries are developing countries in the sense of SDGs. Some countries such as Germany have integrated their departments and agencies; however, most developed countries do not yet have such integration. That would be a first challenge in the translation of language and preparedness of SDGs in the agencies. For MDGs, we had a lot of reports rather than evaluations. How can we change this in the view of transformative evaluation?

UNDP: Not having a good database is a problem when trying to produce a good evaluation. In many developing countries, statistical development and management is not satisfactory. The countries show positive support at the country level, but the statistical capacity is limited. It is a huge challenge for reporting and evaluating.

JES: From the point of view of the objective researcher, the external evaluation may show better results than the internal one. However, it does not mean that internal evaluations are not necessary. To evaluate the capacity of an institution, we do an internal evaluation. As for a transformative evaluation, there is neither an external nor internal evaluation because it involves all stakeholders. For accountability purposes, an external evaluation is more suited, while for management support, an internal evaluation may be more effective.

It is pointless if we take one year for the evaluation. Timing is important. For example, when we offer feedback for the mid-term implementation, this should be conducted quickly.

JICA: As for the capacity development of statistics, JICA organizes courses for partner countries. JICA is now studying the contribution to networks on reporting activities within the framework of SDGs.

Question: What do you suggest the countries do to achieve SDG targets?

Question: We have to move and achieve development effectiveness. I would like to request the other countries spend more time to study to find evidence-based practices. We have 70 goals in SDGs. How can we study all the lessons? There are many cases of developing countries for studying. How can we support the guiding of the policies? In the early stage of the SDGs, the key agencies like UNDP, OECD or JICA should have a policy steering role. How can developing countries learn from the process? South-South countries can attach themselves to an orientation team. Donors may provide more room for developing countries in evaluation programs. This can be a learning process to create an evaluation culture.

UNDP: The UNDP Independent Evaluation Office conducts an evaluation once in four years. We make a number of reports and evaluations. However, one challenge we have is the lack of data. We had a lot of problems when we evaluated the MDGs. The same might happen for the evaluation of the SDG targets. We need to be more creative and skillful in using the more limited amount of resources and data to conduct evaluations.

JICA: Development effectiveness and ownership is your government. The government should work on development effectiveness and be the owner.

The Moderator thanked the presenters and commentator.

[Agenda 5 (Plenary Session)]



(Dr. Indran A. Naidoo, Director of Independent Evaluation Office, UNDP (Presentation-9))



(Dr. Yuriko Minamoto, Professor at Meiji University/Vice President of Japan Evaluation Society (Presentation-10))



Closing Session

The chair read out the draft of the chair's summary of the workshop. The summary will be finalized when all the corrections are integrated in a few weeks.

Mr. Kingo Toyoda thanked the presenters, commentators and participants for their dedicated and active participation and lively discussion in the workshop and officially closed the workshop.

List of Participants

Chair

Country	Organization	Title	Name
Japan	Seikei University, Asia Pacific Evaluation Association (APEA)	Professor Emeritus, Former President	Dr. Ryokichi HIRONO (Mr.)

Representative of Host

Country	Organization	Title	Name
Japan	Ministry of Foreign Affairs	Parliamentary Vice-Minister for Foreign Affairs	Mr. Masakazu HAMACHI
Japan	International Cooperation Bureau, Ministry of Foreign Affairs	Deputy Director-General	Mr. Kingo TOYODA

Presenters / Moderators

Country	Organization	Title	Name
Japan	International University of Japan, Japan Evaluation Society (JES)	Visiting Professor, Executive Director	Mr. Naonobu MINATO
Japan	ODA Evaluation Division, Minister's Secretariat, Ministry of Foreign Affairs	Director	Mr. Keiichi MURAOKA
Japan	Evaluation Department, Japan International Cooperation Agency (JICA)	Director General	Ms. Yasuko NISHINO
Japan	Evaluation Department, Japan International Cooperation Agency (JICA)	Deputy Director General	Mr. Satoshi SHIGIYA
Japan	Evaluation Department, Japan International Cooperation Agency (JICA)	Senior Advisor	Dr. Tomoya MASAKI (Mr.)
Japan	Meiji University, Graduate School of Governance Studies, Japan Evaluation Society (JES)	Professor, Vice President	Dr. Yuriko MINAMOTO (Ms.)
Japan	Institute for Global Environmental Strategies (IGES)	Senior Policy Researcher	Mr. Isao ENDO
Fiji	ODA Unit, Budget Division, Ministry of Finance	Acting Chief Economic Planning Officer	Mr. Ledua VAKALOLOMA
Philippines	National Economic and Development Authority (NEDA)	Deputy Director-General	Mr. Rolando G. TUNGPALAN
Malaysia	Asia Pacific Evaluation Association (APEA)	President	Dr. Arunaselam RASAPPAN (Mr.)
International Organization	Development Assistance Committee (DAC)/OECD	Manager of the DAC Evaluation Network	Mr. Hans LUNDGREN
International Organization	United Nations Development Programme (UNDP)	Director of Independent Evaluation Office (IEO)	Dr. Indran A. NAIDOO (Mr.)

Representatives / Ambassadors

Country	Organization	Title	Name
Bangladesh	FABA-1 Branch, Economic Relations Division, Ministry of Finance	Deputy Secretary	Mr. Md Ruhul AMIN
Bhutan	Gross National Happiness Commission	Chief Planning Official	Mr. Pasang DORJI
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Cook Islands	Development Coordination Division, Ministry of Finance and Economic Management	Development Programme Manager	Ms. Miriama Michelle TUTANGATA INJIMO
India	Department of Economic Affairs, Ministry of Finance	Under Secretary	Mr. Sudhira Kumar SAMANTARAY
Indonesia	National Development Planning Agency (Bappenas)	Director	Ms. Yohandarwati
Laos	Department of International Cooperation, Ministry of Planning and Investment	Director of Division	Dr. Arounyadeth RASPHONE (Mr.)
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Maldives	Ministry of Foreign Affairs	Assistant Director	Ms. Aminath
Marshall Islands	Ministry of Foreign Affairs	Bilateral Affairs, Foreign Service Officer	Ms. Anjanette Celles DAVIS
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Myanmar	Ministry of National Planning and Economic Development	Director	Mr. Aung Khing TUN
Nauru	Department of Foreign Affairs and Trade	Director of Regional Affairs	Mr. Onassis DAME
Nepal	Ministry of Finance	Under Secretary	Mr. Lal Bahadur KHATRI
Niue	Treasury Department	Financial Accountant	Ms. Doreen SIATAGA
Pakistan	Ministry of Finance, Revenue, Economic Affairs, Statistics and Privatization (Economic Affairs Division)	Joint Secretary	Mr. Syed Mujtaba HUSSAIN
Palau	Division of Foreign Affairs, Ministry of State	Chief	Ms. Jeraldine E. TUDONG
	Embassy of the Republic of Palau in Japan	Ambassador	H.E. Mr. Francis MATSUTARO
Papua New Guinea	Department of National Planning and Monitoring	Aid Coordinator	Ms. Barbara TIKI

Representatives / Ambassadors

Country	Organization	Title	Name
Philippines	National Economic and Development Authority (NEDA)	Director of the Monitoring and Evaluations Staff Division	Ms. Violeta CORPUS
Samoa	Embassy of the Independent State of Samoa in Japan	Ambassador	H.E. Mrs. Faalavaau Perina Jacqueline SILA-TUALAULELEI
Singapore	Ministry of Foreign Affairs	Technical Cooperation Officer	Ms. Sherry LIM
Thailand	Thailand International Cooperation Agency	Director of the Planning and Monitoring Branch	Mr. Banchong AMORNCHEWIN
	Thailand International Cooperation Agency	Development Cooperation Officer	Mr. Pichitpan SATCHANDRA
Tonga	Ministry of Finance and National Planning	Deputy CEO	Mr. Aholotu PALU
	Embassy of the Kingdom of Tonga in Japan	Ambassador	H.E. Ms. Tania Laumanulupe 'o Talafolika TUPOU
Vanuatu	Treasury Division, Ministry of Finance	Debt Manager	Mr. John SIMELUM
Viet Nam	Foreign Economic Relation Department, Ministry of Planning and Investment	Principal Official	Mr. CAO Thanh Phu

List of Abbreviations

Abbreviation	Full Name
3IE	International Initiative for Impact Evaluation
3R	Reduce, Reuse, Recycle
ADB	Asian Development Bank
APEA	Asia Pacific Evaluation Association
ARMM	Autonomous Region in Muslim Mindanao
BACC	Budget and Aid Coordinating Committee (Fiji)
C2	The Campbell Collaboration
CC	The Cochrane Collaboration
CDM	Clean Development Mechanism
EBM	Evidence-based Medicine
EBP	Evidence-based Practice
ECB	Evaluation Capacity Building
ECD	Evaluation Capacity Development
FAO	Food and Agriculture Organization (UN)
GPH	Government of the Philippines
IEO	Independent Evaluation Office (UNDP)
IEs	Impact Evaluations
IGES	Institute for Global Environmental Strategies
IMF	International Monetary Fund
ISE	Internalized Self-Evaluation
JES	Japan Evaluation Society
JICA	Japan International Cooperation Agency
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MOFA	Ministry of Foreign Affairs of Japan
NAPs	National Adaptation Plans
NEDA	National Economic and Development Authority (Philippines)
ODA	Official Development Assistance
OECD/DAC	Organization for Economic Co-operation and Development /Development Assistance Committee
PDCA	Plan-Do-Check-Act
RCTs	Randomized Controlled Trials
SDGs	Sustainable Development Goals
SIDS	Small Island Developing States
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
USAID	United States Agency for International Development