

# **New Approach of “Process Analysis” in JICA Ex-post Evaluation –The Case Study of Delhi Mass Rapid Transport System Project (Delhi Metro) in India–**

**Koji NODA**  
Senior Deputy Director,  
Evaluation Department,  
Japan International Cooperation Agency (JICA)

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## **Today’ s presentation**

1. Introduction
2. Background of Study
3. Study Methodology
4. Result of Study
5. Utilization of Outcome (Case Study)
6. Future of Project Ethnography
7. Conclusion

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# 1. Introduction

- Important challenges for JICA's evaluation governance
  - “Accountability” + “Learning”
  - JICA's trial of case study incorporating “project ethnography” in ex-post evaluation exercise as one of “Process Analysis” methods
    - “Breaking Ground: A Narrative on the Making of Delhi Metro”  
[https://www.jica.go.jp/activities/evaluation/ku57pq00001zf034-att/analysis\\_en\\_01.pdf](https://www.jica.go.jp/activities/evaluation/ku57pq00001zf034-att/analysis_en_01.pdf)
  - Is the trial with “project ethnography” contributing to strengthening the “Learning” from evaluation? How can it be utilized for further objectives?

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# 2. Background of Study

- What is the reason to regard Delhi Metro as a successful project?
  - Ex-post evaluation with OECD/DAC Five Evaluation Criteria focus on the results “What” of the project (i.e. construction period, volume of transportation, operation start)
  - Deep analysis on processes of “How” and “Why” through project implementation (i.e. leadership, ingenious contrivances)
  - Process Analysis
    - Circumstances of important decision makings
    - Actions taken among options after considerations
- ⇒ Trial of Process Analysis method



**Breaking Ground**  
A Narrative on the Making of Delhi Metro

Yumiko Onishi



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# (Info) Overview of Delhi Metro

- Project name: Delhi Mass Rapid Transport System Project
- Implementing agency: Delhi Metro Rail Corporation (DMRC)

	Phase 1 <Completed>	Phase 2 <Completed>	Phase 3 <On-going>
L/A signing date	31 <sup>st</sup> March, 2005	31 <sup>st</sup> March, 2010	29 <sup>th</sup> March, 2012
Loan amount	JPY 19,292million (≒USD 175 million)	JPY 33,640million (≒USD 305 million)	JPY 127,917million (≒USD 1,162million)
JICA's Rating based on DAC Five Evaluation Criteria	A	A	N/A

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# (Info) Overview of Delhi Metro



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## (Info) Overview of Delhi Metro



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## 3. Study Methodology

- “Project Ethnography” approach: to document the implementation process of a development project referring to Ethnography (Anthropological method to record findings from field studies) involving reconstruction of “realities of the ground” from diverse perspectives of stakeholders in narrative style across time and social space and with attention to socio-political context surrounding a project
- Advise by “Advisory Panel on Enhancement of Ex-post Evaluation for JICA” to incorporate “Project Ethnography” to evaluation exercise in 2011
- Series of discussions with JICA relevant staffs on success factors and challenges (things “within”) of the project→chain interviews to various stakeholders including donors one after another (about 50 people)
- Setting up hypothesis→interviews→reconstruction of the hypothesis (repeating process) (about 2 months)
- Narrative story telling: To help readers to vicariously experience what happened on the ground and to draw practical lessons from the story by themselves

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## 4. Result of Study

### 4. 1 Role of “Managing Director’ s leadership”

- Long history before project commencement
- About 50 technical reports
- Lessons learned from Calcutta Metro and Delhi Ring Railway

### 4. 2 Ensuring “freedom to run” DMRC

- Efforts to exclude political interference into procurement process
- Mr. Sreedharan made the “freedom to run” a condition for accepting the position of MD.
- Actually repelled interference from the central government into consultant contract

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## 4. Result of Study

### 4. 3 Effective measures in diversion of underground utilities

- DMRC takes the responsibility for shifting works
- Recruiting senior and retired engineers of relevant entities



### 4. 4 Human resource development with long-term perspective

- Advisory supports from consultants
- Accepting orders of consulting services from other metro projects
- Developing new revenue resources and maintaining financial soundness

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## 4. Result of Study

### 4. 5 Strategic PR approach

- Proactive info sharing
- Accident response



### 4. 6 Intangible impacts

- Impacts are not limited to traffic convenience
- Transformation in behavior pattern and social norms of Delhi citizens (lining up for the train, spread of punctuality, safety of travel, better mobility for women)
- Creation of new identity (Pride as Delhi citizens)

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## 5. Utilization of Outcome (Case Study)

- Case Study “Breaking Ground: A Narrative on the Making of Delhi Metro” is publicized at JICA website
- Seminars were held to disseminate the Case Study inside and outside JICA
- Knowledge inputs for new railway project formation in JICA (long-term policy to realize financial soundness)
- Publicized even at World Bank’s Global Delivery Initiative (GDI) website library (GDL) as cross sectoral lessons for other donors’ utilization

<http://www.globaldeliveryinitiative.org/library/case-studies/delhi-metro-effective-project-management-indian-public-sector>

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# 5. Utilization of Outcome (Case Study)

## Global Delivery Initiative (GDI)

GDI is a collaborative effort to create a collective and cumulative evidence base of delivery know-how (science of delivery for development, knowledge management and sharing platform) to inform development practice and improve implementation. The GDI and its partners support practitioners on the ground to adapt to dynamic contexts and solve stubborn delivery challenges.

### DeCODE Delivery Challenges

Evidence-based system to prioritize delivery challenges in an operations-friendly manner organized by a common taxonomy.

### Learning Program

2 programs for Intense engagement to use common methodologies around operational knowledge and adaptive learning approach for practitioners.



### Global Delivery Library (GDL)

An open access to share operational knowledge using common methodologies and connecting practitioners, projects and partners.

### Community for Practitioners

A collaborative space to encourage co-creation and learn from other organizations

### Operational Support

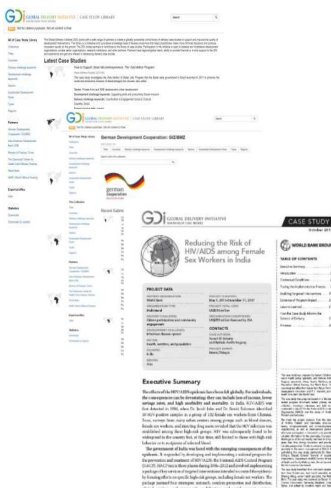
Active engagement to provide support in ongoing projects.

# 5. Utilization of Outcome (Case Study)

## GDL incorporates three integrated functional modules

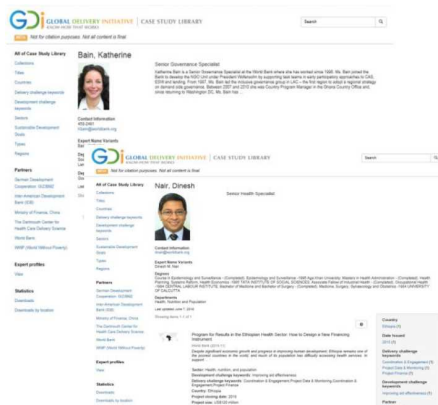
### Delivery Case Studies and Notes

A user-friendly platform with a body of case studies and delivery challenges from global partners, organized by a common taxonomy



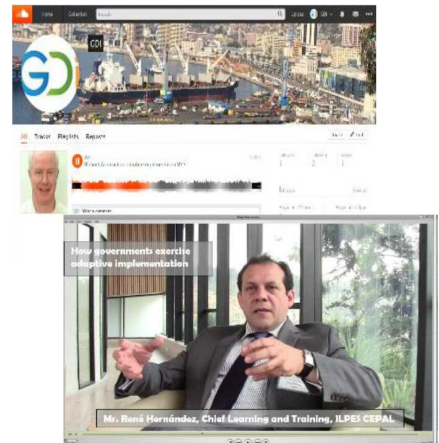
### Networking to Connect Practitioners

Identifying and connecting practitioners who have engaged with delivery challenges and creating meeting points around these challenges



### Hypermedia Solutions

Using simple IT tools to document, curate and share tacit and experiential implementation knowledge from practitioners



## 6. Future of Project Ethnography

### 6. 1 Case Study of Process Analysis by Project Ethnography is not a sufficient product for accountability

- Less objective than ex-post evaluation with OECD/DAC Five Evaluation Criteria and evidence /science-based evaluations (not an evaluation report but rather a novel?)
- Backward move against introduction of rating system, Evidence Based Practice (EBP) with impact evaluations (DID, PSM, RCT) rigorously questioning for objectivity using numerical evidence
- Complementary role to ex-post evaluation

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## 6. Future of Project Ethnography

### 6. 2 Growing role in “Strengthening learning”

- It is natural that “more than one story could exist.”
- There should be different articulations and understandings on one same fact, unstated facts and criticism against stories.
- Project ethnography can help presenting different opinions openly and provide multifaceted perspectives to readers.
- Project Ethnography can be utilized as a starting point of discussion for drawing lessons and a preparatory study toward more detailed and rigorous analysis.

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## 6. Future of Project Ethnography

### 6. 3 Possible role in “Revealing behind-the-scene”

- Merits of Project Ethnography at Delhi Metro :
  - Visualizing the contexts (socio-political context, historical and social backgrounds) of the project
  - Focusing on stakeholders who tend to be forgotten (i.e. power behind the throne) and on what motivated a person or group of individuals to take certain actions and why they did not take other course of actions
  - Complementing to lessons drawn by ex-post evaluation with OECD/DAC Five Evaluation Criteria (i.e. reconfirmation if the service is delivered to the very “beneficiary”)

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## 7. Conclusion

- Case Study of Process Analysis by Project Ethnography
  - ⇒ Provided findings of new facts, information on various episodes and learning perspectives which cannot be picked up through conventional ex-post evaluation with DAC Five Evaluation Criteria.
  - The case study is disseminated and used by donors and for projects of other sectors
  - ⇒ Contributed to “Strengthening Learning”
- Project Ethnography, which allows multi voices, plays a limited role for accountability. However it encourages readers to learn deeply through providing stories with multifaceted perspectives.
- Project ethnography in development context might become a tool to capture unforgotten presence and to hear unheard voices of the people in need most.

**Thank you very much.** 18