Policy and Program Level Evaluations and the Feedback Mechanism in Development Cooperation

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From the People of Japan
Today’s Topics

• 1. Objectives of Japan’s ODA Evaluation
• 2. Evaluation Scope and System
• 3. Feedback Mechanism
• 4. Outline of JICA’s Operations Evaluation
• 5. Evaluation Capacity Development
• 6. Our Challenges
1. Objectives of Japan’s ODA Evaluation

- Improving ODA Management:
  Improve ODA quality by feeding back lessons obtained from examination of ODA activities to ODA policy formulation and the implementation processes.

- Maintaining Accountability:
  Fulfill accountability and promote public understanding and support by increasing transparency of ODA through publication of evaluation results. (Annual Report on Japan’s ODA Evaluation 2015)

- Feedback to the Decision-Making Process:
  Japan will conduct evaluations at the policy level and program/project levels and feed the results back to the decision-making and program/project implementation processes. (Development Cooperation Charter, 2015)
2. Evaluation Scope and System

- **Policy Level**
  - ODA Charter
  - Medium-Term Policy on ODA
  - Country Assistance Policy
  - ODA policy on priority issues, etc.

- **Program Level**
  - Sectoral assistance plans,
  - Each aid schemes

- **Project Level**
  - Individual projects, etc.

- ODA Evaluation by MOFA
- ODA Evaluation by JICA
Policy Structure and Evaluation Scope

Modified by Muraoka based on Miyoshi (2014) Community Capacity and Rural Development
Targets for ODA Evaluation

• MOFA conducts policy-level evaluation and program-level evaluation as third-party evaluation based on the Order for Organization of the Ministry of Foreign Affairs.

• JICA conducts operations evaluation, such as project-level evaluation and thematic evaluation by external/internal evaluators based on JICA law and regulations.

• Since 2002, MOFA has implemented ex-ante and ex-post evaluations of specific projects in the form of self-evaluation based on Government Policy Evaluation Act (GPEA).
3. Feedback Mechanism

- MOFA performs ODA Evaluation as part of the PDCA cycle to ensure ODA implementation with higher effectiveness and efficiency.
- The results of the ODA evaluations and its recommendation are fed back 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.
Follow-up of Evaluation Results

Completion and publication of each evaluation report

Setting response measures to recommendations

Conveying response measures to overseas establishments and implementing agencies

Reflection in Country Assistance Policies, etc.

Improvement at the level of overseas establishments

Reflection on policy regarding implementing agencies

Announcing the implementation status of response measures

End of the fiscal year

Next fiscal year

Two fiscal years later
Evaluation and Planning

- It is necessary to understand evaluation and planning are two inextricably linked processes that target the lives and activity of community actors.

- The reality of the situation must first be established through evaluation, with planning commencing based on the finding of evaluation.
Evaluation of the Assistance under the Initiative for Disaster Risk Reduction through ODA

1 Mainstreaming of Disaster Risk Reduction (DRR)

Main Recommendations
In order to promote the mainstreaming of DRR, Japan should assist in developing disaster statistics for disaster-prone countries and introduce a disaster risk assessment system as soon as possible, so that DRR evaluation systems can be incorporated into all projects.

Status of Follow-up Efforts
- The Third United Nations World Conference on Disaster Risk Reduction (WCDRR) adopted the “Sendai Framework for Disaster Risk Reduction 2015-2030” (successor instrument to the Hyogo Framework for Action). The Framework incorporates Japan’s priority concepts, including prior investment in DRR, “Build Back Better,” governance with the participation of diverse actors, human-centered approaches, and the importance of women’s leadership. As the host country, Japan contributed to the Framework’s adoption and promoted the mainstreaming of DRR.
Evaluation of the Assistance under the Initiative for Disaster Risk Reduction through ODA

2 Strengthening strategic use of “non-material” assistance

**Main Recommendations**
When providing economic and social infrastructure development assistance, in order to increase its impact, Japan should simultaneously strengthen the strategic combination with non-material assistance, such as human resource development and institution building.

**Status of Follow-up Efforts**
- During the Third UN WCDDR, Japan announced the “Sendai Cooperation Initiative for Disaster Risk Reduction.” Japan pledged to implement cooperation amounting to US$4 billion in total and train a total of 40,000 people in the next four years, to provide assistance for establishing legislation, institutions, and systems and to develop systems on DRR.

3 Formulation of a new initiative with a clear message

**Main Recommendations**
By presenting a new initiative at the Third UN WCDDR in 2015, Japan will be able to express its approach to DRR assistance more clearly and increase its presence at the conference. Japan should clearly show that it places importance on DRR, explicitly state its relations to post-HFA, and prepare a monitoring framework with a system of clear goals.

(For more information on the Third WCDDR, refer to column on p. 48)
3 Assisting the promotion of South-South Cooperation

Main Recommendations
Sharing good practices of Japan’s assistance to Sri Lanka in the health sector and post-conflict reconstruction with African and other Asian countries, and thereby, assisting the promotion of South-South Cooperation and studying the feasibility of Triangular Cooperation can both enhance the impact of Japan’s assistance and upgrade the relative position of Sri Lanka among other countries.

Status of Follow-up Efforts
- In the health sector, training programs in African and South Asian countries have been carried out ("5S-CQI-TQM* implementation in Sri Lanka and African Countries") since FY2014, utilizing the human resources developed through the ODA project “Improvement of Quality and Safety in Healthcare Institutions in Sri Lanka” through the use of 5S/TQM, implemented from FY2009 to FY2012.

* 5S is the acronym of Japanese words, standing for Seiri (Sort), Seiton (Set), Seiso (Shine), Seiketsu (Standardize), and Shitsuke (Sustain). It represents steps that originated in Japan’s manufacturing industry to improve the work environment and to increase work efficiency. CQI (Continuous Quality Improvement) refers to KAIZEN (improvement), and TQM refers to Total Quality Management.
4. Outlines of JICA’s Operations Evaluation

Purposes
(1) To improve JICA’s operations and management through the PDCA cycle
(2) To ensure accountability to the stakeholders of JICA’s operations

Outlines of operations evaluation
(1) Main targets of JICA’s evaluation:
   • Project-level evaluation: Projects over 200 mil. Yen (Technical cooperation, ODA loans and grant aid)
   • Thematic evaluation: A specific theme, such as region, sector, assistance methodology, etc.
(2) Key evaluation criteria: The five DAC criteria
(3) Evaluators: Self/internal evaluation and third-party/external evaluation (depends on the total budget of projects to be evaluated).
The Process of Knowledge Management of Lessons Learned of JICA

**STEP 1.** Extract lessons from individual cases through evaluation results, project implementation
**STEP 2.** Precise organization of lessons learned (thematic issue, country/region, management)
**STEP 3.** Documents for related project department and transmission of verbal feedback (Not communicating > Able to communicate)
**STEP 4.** Presentation of fundamental countermeasures based on one-step ahead analysis and processing = Knowledge management = Put into practical use (Could not be used > Able to be used)
**STEP 5.** Systematically carry out authorization and certification (Only in words > Separating lessons by importance/use)
**STEP 6.** Certified learning is amassed in one location as knowledge (Information is sporadic > Becomes easier to access)

**STEP 7**
Drawing on lessons learned (routine procedure)
Management system for utilizing lessons learned in PDCA cycle in JICA

- **P (Plan)**: Identify the risk and prepare management by using lessons learned.
- **D (Do)**: Monitoring the risk management.
- **C (Check)**: Review/evaluate the utilization results.
- **A (Action)**: Incorporate the useful lessons learned into strategic papers etc.

**LLS** (Lessons Learned System)
- Extract, categorize, analyze, process, select, authorize.
- Accumulate.
- Search and reflect the past lessons learned.
- Review the utilization results.
- Check utilization status by staff.
- Search when problems occur.
- Rank the lessons.

JICA, 2013
5. Evaluation Capacity Development

- Annual ODA evaluation workshop for partner countries in the Asia Pacific region since 2001 (by MOFA)
- Partner Country-led evaluation and Joint Evaluation (by MOFA and/or JICA)
- Technical cooperation projects and training courses for the participants from developing countries (by JICA)
- Support to form network of national bodies for evaluation experts in the Asia Pacific region (APEA) (by Japan Evaluation Society)

- Difference in progress observed among countries in the region
- Possible South - South Cooperation / Triangular Cooperation
For Partner Countries’ Ownership

- A partner country-led evaluation is aimed to **develop the evaluation capacity** of partner countries.
- It is also expected to provide **feedback** to the partner countries’ governments so as to support the effective and efficient management of Japan’s ODA.
- The lessons learned will be used to make Japan’s ODA policies align with those of the partner countries in **future cooperation**.
- **Joint evaluation** with a partner country will be starting soon.

A photo from the Evaluation of Japan’s ODA to the Rural and Agriculture Sector in Thailand, 2014-15
6. Our Challenges

• How to measure development results at the policy level?
  Setting indicators should be promoted to enable verification of the policy effects in its outcome in addition to the output.

• How to enhance the diplomatic viewpoint?
  Revise the ODA Evaluation Guidelines to meet the request of the new Development Cooperation Charter to make efforts to undertake evaluation from the diplomatic point of view.

• How to create a better linkage between policy, program and project level evaluation?
  Seek a way to enhance the evaluability of programs.

• How to establish a better feedback mechanism for development results?
  Conduct an Evaluation of the PDCA cycle of Japan’s ODA by MOFA (on going). JICA conducts a cross-sectoral analysis of evaluation results and will increase the number of Impact Evaluations.
What we are aiming at:
Evidence-based policy making

- An approach which helps people make well informed decisions about policies, programs and projects by putting the best available evidence at the heart of policy development and implementation. (Davis, 1999)

- A policy process that helps planners make better informed decisions by putting the best available evidence at the center of policy process. (UN MDG guide)

- Evidence may include information produced by integrated monitoring and evaluation systems, academic research, historical experience and “good practice” information. (Segone, Bridging the Gap, UNICEF, 2008)
Evidence-based management

- Managers (like doctors) can practice their craft more effectively if they are routinely guided by the best logic and evidence – and if they relentlessly seek new knowledge and insight, from both inside and outside their companies, to keep updating their assumptions, knowledge and skills.
  

- Firsthand evidence and testimony play important roles in management practice; so does analyzing business data in making managerial decisions. Evidence-based management is the complementary use of scientific evidence* and local evidence.
  
  (Rousseau et al., Evidence in Management of Organizational Science, 2008)
Way forward : Innovation by knowledge creation

- Purposeful, systematic innovation begin with the analysis of the sources of new opportunities.
  (Drucker : The discipline of innovation, 1985)

- Successful companies are those that consistently create new knowledge, disseminate it widely throughout the organization, and quickly embody it in new technologies and products. These activities define the “knowledge-creating” company, whose sole business is continuous innovation.
  (Nonaka : The knowledge creating company, 1991)
A Vision for the SDGs

Utilize lessons learned from evaluations to create knowledge for innovations to build a better world where no one is left behind.

A photo from the Evaluation of Japan’s Education Cooperation Policy, 2011-2015
Thank you very much.

For more information:
- ODA Evaluation in Japan
- JICA’s Operations Evaluation