The main conclusion is that being embedded in an organizational change process can make technical cooperation more effective, especially if enabled by the following conditions:

- A well defined source of demand for organizational change, stemming from clients’ service dissatisfaction.
- A willingness and capacity at political and managerial levels to lead and manage change.
- A shared willingness by country organizations and donors to advocate change.
- The creation of quick wins to build confidence in change, including technical cooperation and complementary support.

Provision of low key and “behind the scenes” technical cooperation can help catalyze and support the process.

Conclusions and Lessons Learned from Country Good Practice Examples

A number of conclusions can be drawn from the good practice case studies selected by countries:

- The source of demand for organizational change and performance improvement can vary and originate within or outside the organization.
- Countries and development partners can work together to stimulate change through advocacy and client satisfaction surveys.
- Technical cooperation can play an important role in helping to catalyze change through stimulating internal and external organizational learning.
- Technical cooperation can help build up senior managers confidence and capacity to manage the change process.
- Twinning and peer-peer learning between similar organizations within or outside a country can play an important catalytic role.

Another important conclusion from the good practice case studies is that carefully building quick wins into the initial organizational change process, covering political champions outside the organization, individuals within it and beneficiary groups can help sustain change.

Technical cooperation can be effective in helping to catalyze such change, including strengthening country capability to undertake organizational visioning processes and identify and support potential leaders and managers.

Key Recommendations for Action

In some countries, many of these enabling factors are in place, in others less so. The broad recommendations from the Joint Study are:

- Implement joint country/donor client satisfaction surveys to help stimulate organizational change demand.
- Formulate operational guidelines for organizational visioning processes, political and managerial leadership identification and development processes.
- Develop country level guidelines for joint assessment of organizational capacity, identification of critical capacities and whether technical cooperation absorptive capacity exists.
- Identify measures for ‘quick wins’ at various organizational levels and for external champions of change to sustain change momentum through well targeted and complementary support.

It is anticipated that national level country working groups will select the most appropriate ones based on their own assessment of priorities.

“Technical cooperation can play a key role in identifying information needs, helping to set up systems and enable information exchange between internal and external users.”

Joint Study Synthesis Report
Case Study Highlights: Examples of Embedding Technical Cooperation Within Organizational Change

Ministry of Communication, Transport, Post and Construction, Lao PDR. An influential champion can initiate and sustain organizational change. Previously, much of the technical cooperation was located in discrete project units. Over the past ten years, the Minister has personally led a more holistic approach to capacity development at central, provincial and district level. The Minister has been responsible for the creation of the Road Maintenance Funds and the decision to abolish Project Implementation Units in order to channel all aid projects through a central line department. Technical cooperation is embedded in this process, which includes decentralization, outsourcing and promoting local responsibility for community roads.

Whole School Development Program, Ghana.
The impetus for the program was implementing free compulsory basic education and enabling local education decision making by districts, schools and communities. Technical cooperation programs were embedded in this process, incorporating strengthening the capacity of the central Ghana Education Service and improved service delivery capacity and management at district and school levels. This allowed for strengthening the capacity of existing systems rather than creating new ones to bypass previously inefficient arrangements. A positive feature is that community participation in schooling has been enhanced and district education personnel have become more engaged in community stakeholder consultations.

Study Spotlight: Upgrading Information and Knowledge Management Systems

All country reports highlighted the importance of strengthening information and knowledge systems related to the effectiveness and impact of technical cooperation. In the case of Vietnam, the team in the Ministry of Finance designed its own methodology for doing so. Country reports also identified priority actions (see Table below).

For example, in Cambodia the Council for the Development of Cambodia has put in place technical cooperation information systems between central and sector agencies. In Malawi, steps are being taken by the Debt and Aid Division in the Ministry of Finance to strengthen collection, analysis & dissemination of statistics on technical cooperation. Many other country reports indicated their intention to do the same.

National-Level CD/TC Priority Actions Frequency Analysis of 11 Study Countries

<table>
<thead>
<tr>
<th>Priority Action</th>
<th>Frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning and Management Capacity</td>
<td>100%</td>
</tr>
<tr>
<td>Performance Monitoring Systems</td>
<td>100%</td>
</tr>
<tr>
<td>Policy Formulation and Roadmaps</td>
<td>100%</td>
</tr>
<tr>
<td>Management Information Systems</td>
<td>100%</td>
</tr>
<tr>
<td>Multi-level capacity assessment</td>
<td>100%</td>
</tr>
<tr>
<td>Knowledge Management Systems</td>
<td>100%</td>
</tr>
<tr>
<td>Awareness Raising and Advocacy</td>
<td>100%</td>
</tr>
<tr>
<td>Harmonize &amp; Simplify Donor Procedures</td>
<td>100%</td>
</tr>
<tr>
<td>Central organizational mandate</td>
<td>100%</td>
</tr>
</tbody>
</table>
"Once again, sensitive and unobtrusive use of technical assistance to strengthen country managers confidence and capacity is sometimes useful."

Joint Study Synthesis Report

The main conclusion is that country-led management can make technical cooperation more effective, especially if enabled by the following conditions:

- Broad consensus on technical cooperation priorities, through country-led capacity assessments and technical cooperation needs identification.
- Well defined authority and delegation to sector managers for technical cooperation decision making at multi-levels.
- Confidence and capacity for technical cooperation performance management and monitoring, sometimes with low key technical assistance support.
- Jointly agreed roles and responsibilities for selective donor role in technical and financial management processes.

Unobtrusive technical cooperation can help ensure these conditions are put in place.

Common Features of Good Practice Examples

Country case studies point to a number of lessons learned about facilitating country-led management:

- Joint organizational assessments between countries and development partners can help achieve consensus on priorities and put country managers in the driving seat.
- Introduction of new legislation and regulations on organizational mandates can stimulate country-led management of technical cooperation.
- Agreements on country managers roles and responsibilities in decision making and, sometimes, direct procurement of technical cooperation helps consolidate country led management.
- Steps towards harmonization of technical cooperation, with country managers taking the lead on pooled funding priorities, is seen as a sign of confidence in country management capacity.

However, even in the good practice examples there was a strong recognition of the need to strengthen country sector capacity to manage and monitor technical cooperation performance. This applies increasingly at local levels of sector organizations as demand for capacity improvement grows at district and community levels.

Key Recommendations for Action

In some countries, many of these enabling factors are in place, in others less so. The broad recommendations from the Joint Study are:

- Formulate sector level principles and guidelines for securing country level management and reporting of technical cooperation, with clearly defined operational roles of sector agency managers and development partner.
- Agree principles and guidelines for harmonization of development partners technical cooperation procurement and monitoring arrangements.
- Design and implement staff development programs for sector/thematic technical cooperation managers, alongside identification of national and sector level focal points for country technical cooperation management.

It is anticipated that national level country working groups will select the most appropriate ones based on their own assessment of priorities.

"the public sector reform programme epitomizes country leadership in linking technical cooperation with broader reform programs …"

Tanzania Country Report
Case Study Highlights: Examples of Country-Led Management of Technical Cooperation

**Multi-Donor Trust Fund Project, Vietnam.** The design of the project responds to jointly agreed priorities between Government and development partners for the financial sector modernization process within the Ministry of Finance. This experience of this initiative has also further enabled Government capacity to manage and coordinate external resources for the implementation of the broader PFM reform program. Instead of using technical assistance, line departments designed the action plan and activities for their individual areas of PFM reform. The technical Fund Management Unit has a facilitating role where necessary. Thus, Fund operations more effectively meet line departments' needs as well as responding to their implementing capacity.

**Primary School Management, Kenya.** The impetus of the project was to enhance the leadership and management capacity of nearly 17,000 school principals, in order to ensure accountable use of funds. The central education Ministry and development partners were jointly committed to these reforms, setting up a broad based steering committee which engaged with planners, managers and implementers. In this way, technical cooperation (both local and international consultants) was constantly guided by country priorities. Subsequently, other networks (e.g. a head teachers support group, zonal parents associations) continued to feed back their sense of capacity development priorities and technical cooperation needs.

**Study Spotlight: Focus on Local Level Capacity Development**

Country reports look at a number of factors that can help ensure that capacity development and technical cooperation programs are country-led (see Table below). The overall assessment is that progress has been encouraging, but further efforts are needed, especially developing road maps and more use of country procurement systems. A striking feature of many good practice examples is their focus on strengthening district and facility level management capacity. This is frequently part of building up capacity for service decentralization underpinned by legislative reforms.

**Status of Key Enabling Factors for Country-led Management**

<table>
<thead>
<tr>
<th></th>
<th>SWAp</th>
<th>Sector WG</th>
<th>CD Roadmap</th>
<th>Joint Review</th>
<th>Pooled TC Funding</th>
<th>Country TC Decision</th>
<th>Country TC Procurement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cambodia Health</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ghana PFM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ghana Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kenya Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lao PIP</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Malawi Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Malawi Health</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tanzania Agriculture</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tanzania Health</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vietnam PFM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Zambia Water</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Extent**

- **Extensive**
- **Significant**
- **Limited**
- **Beginning**
The main conclusion is that complementary support can make technical cooperation more effective, especially if enabled by the following conditions:

- Mapping of organizational and management needs, identifying technical cooperation and other complementary support.
- Existence of sector capacity development roadmap and targets which define complementarity of technical cooperation and other support.
- Country operational guidelines which recognize the comparative advantage of different technical cooperation modalities and development partners.

A broad conclusion is that these conditions are more likely when technical cooperation is embedded in a SWAp or program based approach.

Common Features of Good Practice Examples

Country case studies point to a number of lessons learned about how best to ensure complementary support:

- Building complementary support into the overall sector strategy and program at the design stage.
- Reaching early agreement with development partners on who will finance specific aspects of technical cooperation and other forms of complementary support.
- Using comprehensive mapping of organizational needs as an entry point to ensuring complementary support is part of organizational performance improvement.
- Regular reviews of organizational performance can help identify capacity gaps which complementary support can often fill.
- Involving beneficiaries in mapping of organizational needs and reviews of organizational performance can be an entry point to identifying complementary support needed.

A broad observation is that there is frequently insufficient coherence in technical cooperation strategy and designs between central institutional reforms, central and mid-level organizational development and grassroots management and implementation capacity building.

A contributing factor appears to be a tendency of different development partners to focus technical cooperation at these different levels of the sector, which potentially can undermine a coherent and long capacity development vision and technical cooperation strategy and even create an imbalance in technical cooperation priorities.

Key Recommendations for Action

In some countries, many of these enabling factors are in place, in others less so. The broad recommendations from the Joint Study are:

- Formulate tools, operational guidelines and staff development programs for formulating capacity development/technical cooperation support frameworks, which identify other critical complementary support activities.
- Formulate operational guidelines for assessing the efficacy of pooling of technical cooperation resources (funding, expertise), alongside agreed guidelines for ensuring greater transparency in the selection and funding of technical cooperation.

It is anticipated that national level country working groups will select the most appropriate ones based on their own assessment of priorities.

"agreement and consensus amongst donors on complementary roles and support, including reduced competition and the need for visibility."

Joint Study Workshop, Tokyo, 2008
Case Study Highlights: Examples of Complementarity of Other Support with Technical Cooperation

**Malaysia South-South Cooperation for ASEAN Smart School Project.** As an aid beneficiary, a large proportion of technical cooperation received by Malaysia had been part of a larger program which included infrastructure and equipment. Drawing on this experience, Malaysia SSC adopts a similar approach for its Smart School Project with is designed to promote ICT application in schools in ASEAN countries. The project initially provides computer laboratories in schools, equipped with PCs, other computer peripherals and courseware. At a later stage of implementation, teachers were sent to Malaysia and trained in ICT and appropriate pedagogical skills and how to effectively use ICT in teaching methods and lesson planning.

**Participatory Agriculture Development and Empowerment Project, Tanzania.** The objective of this project is to strengthen the capacity of rural communities and local Government authorities to plan and implement more demand side agricultural development initiatives. Technical cooperation was provided to help design initial capacity improvements, resulting in 254 villages involved in participatory planning. Pooled donor support provides a diverse range of support, including equipment, small scale infrastructure, training, support for public private partnerships and technology linkages. Communities now manage the related financial management and procurement processes.

**Study Spotlight: A Diverse Range of Forms of Technical Cooperation Remains Common**

Country reports demonstrate that the forms of technical cooperation used remain diverse but complementary support in the form of equipment, infrastructure and particularly budget support is more variable (see Table below).

A growing feature is the involvement of communities in selecting the best mix of technical cooperation and complementary support. Strengthening the capacity of local level authorities to manage community led approaches is also a growing feature of many country reports, including advising communities on what forms of technical cooperation work best in achieving identified capacity development priorities.

**Range of Sector Technical Cooperation Types and Complementary Activities**

<table>
<thead>
<tr>
<th>Country</th>
<th>Consultants</th>
<th>Study Tour</th>
<th>Institutional Twinning</th>
<th>Training</th>
<th>Equipment</th>
<th>Infrastructure</th>
<th>Budget Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cambodia Health</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ghana PFM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ghana Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kenya Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lao PIP</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Malawi Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Malawi Health</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Malaysia SSC</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tanzania Agriculture</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tanzania Health</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Thailand SSC</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vietnam PFM</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Zambia Water</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Legend:
- **Extensive**
- **Significant**
- **Limited**
- **Beginning**
The most important lesson learned is that there must be a demand within the specific organization, network or group of individuals...

Key Recommendations for Action

In some countries, many of these enabling factors are in place, in others less so. The broad recommendations from the Joint Study are:

- Formulate methodologies and staff development programs for organizational assessment of information and knowledge requirements and related capacity development/technical cooperation planning needs.
- Formulate joint agreements on key organizational performance indicators and evidence, as a basis for monitoring technical cooperation effectiveness and organizational capacity development progress at multi-levels.

It is anticipated that national level country working groups will select the most appropriate ones based on their own assessment of priorities.

"For the Government, ensure that TC statistics are published regularly … to promote a wider understanding of technical cooperation trends and patterns. For the donors, ensure greater transparency in terms of technical cooperation data which is currently incomplete."

Malawi Country Report
Case Study Highlights: Examples of Embedding Technical Cooperation Within an Organizational Learning Process

**Piloting Innovations in the Health Sector, Cambodia.** The Ministry of Health and various partners have been working together to improve service delivery at the operational district level. One initiative has been to compare the cost effectiveness of alternative approaches, including Ministry partnerships with third party contractors and mechanisms that link organizational performance to various rewards and incentives. In addition, alternative approaches to strengthening health management are being tested. Regular reviews of these innovations, alongside consultation with development partners feeds into forward policy, strategy and program development. Technical cooperation is embedded in this organizational learning process at various levels.

**Support to the Civil Society Coalition for Quality Basic Education, Malawi.**
This coalition consists of 46 civil society organizations committed to quality education. Technical cooperation has been provided to the coalition for a number of years focusing on building its capacity to conduct education budget analysis. Organizational learning processes include training and exchange workshops aimed at strengthening the coalition's district level networks to conduct budget monitoring. The coalition is also actively engaged with members of the Parliamentary Education Committee and development partners over education budget policies and priorities. The technical cooperation program is designed in such a way that coalition members can help shape capacity development strategies and regularly learn from each other.

**Study Spotlight: Knowledge About What Makes Technical Cooperation Effective is Growing, but More Needs to be Done**

Countries are adopting a range of approaches to building up an understanding of how best to embed technical cooperation in an organizational learning process and how best to use previous lessons learned. In many countries, key informants were surveyed and focus groups consulted. In Pakistan, a series of capacity development "write shops" were used to assemble knowledge. In Vietnam, a specific survey was conducted (see Graph).

The overall conclusion is that building up organizational learning takes time and such learning is helped if there is a well defined repository for this knowledge. For example, over a period of twenty years, the Ministry of Education in Kenya has been managing technical cooperation for school management capacity building. Lessons learned are informing new strategies, including greater use of South-South cooperation.

In Zambia, after many years, Government established a Rural Water Supply and Sanitation Unit, which alongside a University of Zambia research centre, acts as the repository of knowledge on technical cooperation effectiveness. In other countries, central planning, economic, finance and development Ministries appear to be playing a growing role in managing this kind of knowledge and disseminating it.
For Further Information, Please Contact:

Joint Study on Effective Technical Cooperation for Capacity Development
Secretariat
Institute for International Cooperation
Japan International Cooperation Agency
Tokyo, Japan

Homepage:  www.jica.go.jp/cdstudy/index.html
E-mail:  dritrn@jica.go.jp

The Governments of the Federal Republic of Germany, Japan and the United Kingdom, and the Asian Development Bank, United Nations Development Programme and the World Bank provided professional and/or financial resources for the Joint Study.
Series of Study Reports:
*Effective Technical Cooperation for Capacity Development*

- Synthesis Report
- Key Findings (Study Brochure)
- 11 Country Case Study Reports:
  
  Cambodia  Ghana  Kenya  Lao PDR  
  Malawi  Malaysia  Pakistan  Tanzania
  Thailand  Vietnam  Zambia

All reports were published by the Joint Study on Effective TC for CD in 2008.