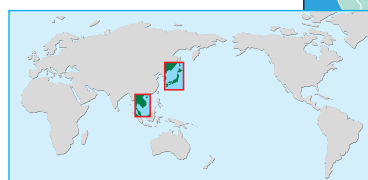


Support for Transition to a Market Economy



Project Sites Japan

1. Background and Purpose of the Evaluation

Since the Socialist Revolution in 1975, Laos had formed production groups and nationalized assets. However, in 1986, the country started to conduct economic reform called "New Economic Mechanism" and to introduce a market economy under the new policy *chintanakan mai* (new thinking), having faced difficulty to manage the socialistic centrally-planned economy. After the 1991 dissolution of the Soviet Union, which had been the main supporter of Laos, the country was forced to turn to Western countries. Laos joined ASEAN in July 1997, concluding that they should no longer stick to a socialist economy if they wanted to survive in the international stream of market economies. However, due to the Asian economic crisis at the same time, Laos also had some difficulty in developing Macro economics.

Considering the above situation, JICA has held Country-focused Training Course in support of the transition of Laos to a market economy. Among the courses, the following five were examined for the evaluation; 1) National Economic Management, 2) Improvement of Investment Environment and Industrial Policies-Support for entering ASEAN, 3) Management of Market-Oriented Economy, 4) International Telecommunications and 5) Customs Administration for Lao PDR (People's Democratic Republic). These courses were evaluated by a third party to determine to what extent the training courses contributed to the achievement of the goals to develop a market economy in Laos.

The evaluation team was lead by Professor Motoyoshi Suzuki of Mie University, a leading specialist on transitional economies.

2. Evaluated Projects

● National Economic Management

(From 1990 to 1996, Country-focused Training Course)

● Improvement of Investment Environment and Industrial Policies-Support for Entering ASEAN

(From 1996 to 1997, Country-focused Training Course)

● Management of Market-Oriented Economy

(From 1998 to 2000, Country-focused Training Course) (Only the course held in 1998 was evaluated)

● International Telecommunications

(From 1997 to 2000, Country-focused Training Course) (the courses up to 1998 were evaluated)

● Customs Administration for Lao PDR

(From 1998 to 2003 (ongoing) Country-focused Training Course) (only the course held in 1998 was evaluated)

3. Members of Evaluation Team

Motoyoshi SUZUKI, Professor, Mie University
Aichihiro YAMAMOTO, Deputy Managing Director,
Office of Evaluation and Post Project Monitoring,
JICA

4. Period of Evaluation

12 December 1999-27 December 1999

5. Evaluation Method

Overall, 74 laotians participated in one of the above five courses. We interviewed 39 participants and three heads of participants. The percentage of the interviewees to all participants in the respective courses is as follows: "National Economic Management"-26 percent,

"Improvement of Investment Environment and Industrial Policies"-90 percent, "Management of Market-Oriented Economy"-80 percent, "International Telecommunications"-90 percent, and "Customs Administration for Lao PDR"-60 percent.

Based on the interviews, each of the training courses were evaluated based on the PCM method (Project Cycle Management).

The evaluation team evaluated the projects from seven points of view, namely, "Raising Awareness", "Constructing Network", "Increasing Individual Benefits", "Improving Trainees' Capacity for Policy Making and Analysis", "Technology Transfer", "Enhancing Leadership and Institution Building" and "Trainees' Learning and Gaining Experience". "Raising awareness" refers to trainees having deepened their understanding of market economy (cf. Fig.1). "Constructing Network" refers to trainees having deepened their personal relationships with other trainees in the courses and having built a personal and organizational network. "Increasing Individual Benefits" refers to trainees having been promoted or increased their income as a result of participating in the courses. "Improving Trainees' Capacity for Policy Making and Analyzing" refers to trainees having improved their ability to make laws, regulations and rules and to conduct research and analysis with knowledge gained through the courses. "Technology Transfer" refers to trainees utilizing

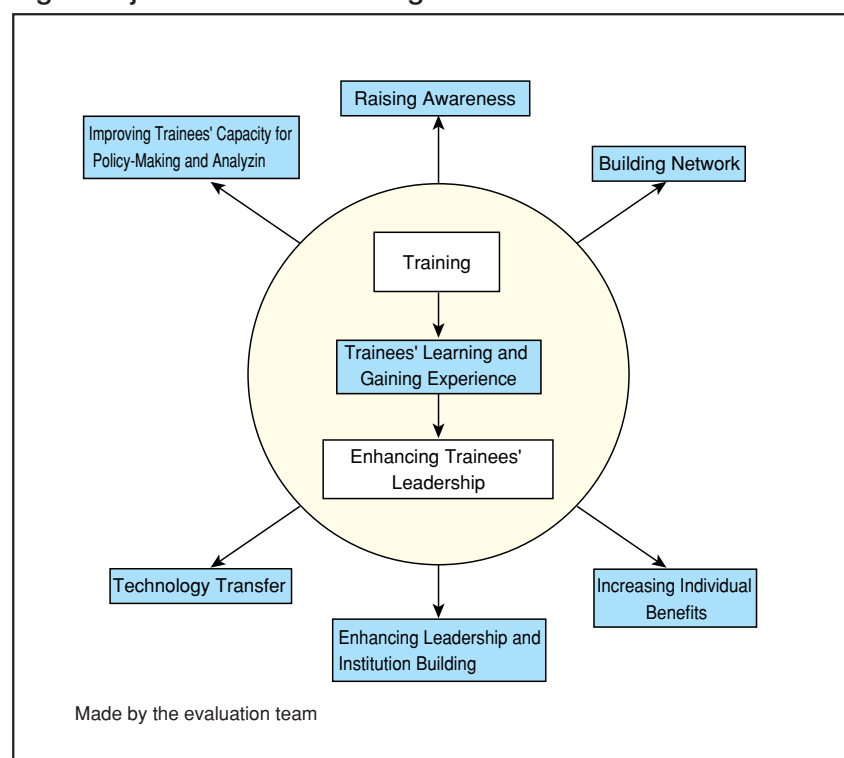


Interview for ex-trainee of the course on "International Telecommunications"

their knowledge and experience in their offices, and transferring these to other members. "Enhancing Leadership and Institution building" refers to trainees who are able to take a leadership role; thus, contributing to organizational reform and personal management resulting in reinforcement of their institutions. Finally, "Trainees' Learning and Gaining Experience" refers to the direct objective of the training, which is to enhance trainees' academic knowledge and to further their experience.

The results of the evaluation are summarized in Table 1. The evaluator adopted several indicators as shown in Table 1 for assessing the seven criteria. To evaluate the project from the viewpoint "Trainees' Learning

Fig. 1 Objectives of the Training Courses



Achievement and Gaining Experience", the evaluator adopted common indicators for three courses, namely, "National Economic Management", "Support for Entering ASEAN" and "Management of Market-Oriented Economy" because the lectures in these three courses were quite similar, focusing on the training of bureaucrats and policy planners to accelerate the transition from socialism to a market economy. Meanwhile, the other two courses focused on technical and practical lessons rather than policy planning. Thus, the evaluator adopted different indicators to evaluate the two courses. At the end of each training course, "Trainees' Learning and Gaining Experience" was evaluated as highly effective.

6. Evaluation Results

(1) Achievement of "Raising Awareness"

As to the achievement of "Raising Awareness", when we asked trainees their opinion about the transition from socialism to market economy, all responded positively. Respondents neither recognized a market economy as the best economic system for Laos, which is a poor country nor persisted with the idea of a socialism regime .

(2) Achievement of "Building Network"

Building networks of organizations and among people can be a valuable outcome of participating in the training courses. The achievement of this objective was evaluated by the following four indicators; 1) Trainees Build network with JICA staff, 2) Trainees Build up a closer connection with lecturers, coordinators and interpreters, 3) Trainees make new friends, and 4) Trainees form an alumni association.

Of the interviewees, 12.2 percent responded that they could build a network with the JICA staff. This network

seemed to contribute to their work after the courses. Of the respondents, only 1.6 percent answered that they made new friends in the training course. Though 90 percent answered that they had met again with other trainees on ceremonial occasions, they had not yet formed an alumni association. As a whole, the objective "Building Network" has not been effectively achieved.

(3) Achievement of "Increasing Individual Benefits"

Trainees responded that the most remarkable achievement for the objective "Increasing Individual Objective" is the obtaining of knowledge and experience. This was much more appreciated by the trainees engaged in technical and specialist work, such as international communication and administration for customs clearance. Trainees mentioned the training's secondary impact on "promotion", "self-confidence", and "good reputation" to some extent, while few people answered that the training course resulted in an increase of their income.

(4) Achievement of "Improving Trainees' Capacity for Policy Making and Analyzing"

As for the evaluation of the objective "Improving Trainees' Capacity for Policy Making and Analyzing", we set the following indicators; 1) The number of laws, regulations and rules enacted, 2) Advice and recommendation for policy planners and 3) Results of trainees' research and study. Some trainees of the course "National Economic Management" participated in the drawing up of 21 laws, administrative rules or regulations, as a total. They were more active than the trainees in the other four courses. More precisely, trainees had participated in the drawing up of the "constitution", "law on rural development", "law on financial administration by national planning committee", "regulations and rules on external trade", "regulations on the price of goods and services", "custom law", "law on the management of customhouse" and "law on drug control". At the same time, the trainees had written or edited academic theses and essays. Eleven thesis or essays were written by trainees in the course "National Economic Management", eight by trainees in the course "Improvement of Investment Environment and Industrial Policies-Support for entering to ASEAN", five by trainees in the course "Customs Administration for Lao PDR", two by trainees in the course "Management of Market-Oriented Economy", and none by trainees in the course "International Telecommunications". Some trainees had engaged in the writing of not only academic theses but also newspaper articles and speeches for the prime minister and



Interview for ex-trainee of the course of "Improvement of Investment Environment and Industrial Policies-Support for entering ASEAN"

Table 1 Indicators of Respective Courses and the Results of Education

Objectives	Indicators						Evaluation Result
Raising Awareness	(Impact for network building) Trainees change their consciousness and ideology from socialism to market economy						++
Constructing Network	(Impact for network building) ① Trainees build network with JICA staff ② Trainees build up a closer connection with lecturers, coordinators and interpreters ③ Trainees make new friends ④ Trainees form an alumni association						+
Increasing Individual Benefits	(Indirect External Impact) ① Trainees are promoted ② Trainees increase their income ③ Trainees increase self-confidence ④ Trainees have a positive reputation ⑤ Trainees obtain knowledge and experience						+ -- + + ++
Improving trainees' Capacity for Policy Making and Analyzing	(Impact on trainees' capacity for policy planning and analyzing)	Course1	Course 2	Course3	Course4	Course5	
	① Number of laws, regulations and rules enacted	++	+	+	--	+	
	② Advice and recommendation for policy planners	++	++	++	--	++	
	③ Results of research and study	++	++	++	--	++	
Technology Transfer	(Impact on technology transfer) ① Trainees utilize the transferred techniques in their normal work ② Trainees are able to guide their colleagues ③ Trainees hold workshops and lectures within their organization. ④ Committee is formed for solving particular problems ⑤ Public seminars are held ⑥ Report is submitted						++ ++ + - - ++
Enhancing Leadership and Intuition Building	(Enhancing Leadership and Intuition Building) ① Institutional reform ② Redevelopment of staff ③ Performance evaluation ④ Cost efficiency						++ ++ ++ ++
Learning Achievement and Gaining Experience	(Direct Impact) the degree of trainees' learning and gaining of experience						
	Indicators for courses 1, 2, & 3	Indicators for course 5		Indicators for course 4			
	① Trainees become more knowledgeable about Japanese industrial policy ② Trainees deepen their understanding of the importance of small and medium scale enterprises ③ Trainees deepen their understanding of capital market. ④ Trainees deepen their understanding of macro economic policy ⑤ Trainees deepen their understanding of the ASEAN economy	① Trainees deepen their understanding of the system and institution for custom collection ② Trainees deepen their understanding of the laws and policy for customs ③ Trainees deepen their understanding of bonding system and work ④ Trainees deepen their understanding of the policy and administration for customs clearance of import-export, and administration for classification of goods ⑤ Trainees deepen their understanding of the importance of monitoring and control, works for monitoring and control in airports and seaports, and the role of drug searching dogs		① Trainees deepen their understanding of the management plan and financial plan ② Trainees deepen their understanding of the international agreement on service ③ Trainees become more knowledgeable about international accounting methods ④ Trainees deepen their understanding of the receiving of charges ⑤ Trainees obtain research skills to study information and communication			
	Total evaluation result ++	Total evaluation result ++		Total evaluation result ++			

Note1: The evaluation is based on the interviews and total evaluation results for each objective were classified into four levels:

++ : very high, + : relatively high, - : relatively low, -- : very low).

Note2: Course 1 is "National Economic Management", Course 2 is "Improvement of Investment Environment and Industrial Policies-Support for entering ASEAN", Course 3 is "Management of Market-Oriented Economy", Course 4 is "International Telecommunications" and Course 5 is "Customs Administration for Lao PDR"

prefectural governors. Trainees in all courses, except for the course "International Communication", had achieved the objective effectively.

(5) Achievement of "Technology Transfer"

Trainees are responsible to utilize their knowledge and experience they obtained in the courses in their work, not to enjoy the benefits of the training courses only for themselves. Thus, we regarded this as an indicator for

objective "technology transfer". Trainees had actually utilized their knowledge and experience in their daily work by means of guiding their colleagues. However, they could not utilize their knowledge satisfactorily in the organization of workshops, lectures or committees to respond to particular problems. As to submitting reports, all trainees responded that they had submitted a report about their participation in the training course, since the Lao Government obligated them to do so.

The reason they could not open workshops and seminars was mainly the lack of budget and materials. Others said they were too busy with their work. The Lao Government cut the number of staff on a financial basis and the duties of each staff member increased. Others also mentioned the difficulty in gaining the understanding and cooperation of their bosses and colleagues. Another reason given for the lack of technology transfer, was that the courses were too theoretical or, "Though the courses were practical, they did not match the actual situation of Laos". We should learn from these opinions and improve the courses, as this is the responsibility of the program planners.

(6) Achievement of "Enhancing Leadership and Institution Building"

Though "Enhancing Leadership of the Trainees and Institution Building" was not a direct objective of the training course, we adopted it as a middle or long-term objective. According to responses from the interviewees, 90 percent of trainees highly evaluated the fact that they could take on leadership roles in "institutional reform", "redevelopment of staff", "performance evaluation", and "improving cost efficiency".

In Table 1, the degree of the achievement of respective objectives is classified into four levels.

7. Recommendations

(1) Presentation of Country Report in Advance

As to the courses, "Support for Laos's entering ASEAN" and "Management of Market-Oriented Economy", the presentation of a country report by trainees was held at the JICA Laos office for the trainees before they traveled to Japan. This presentation had the

following impacts. First, all the trainees' submitted country reports before they came to Japan (impact on their responsibility). Second, the quality of their country reports was considerably improved because trainees revised them after they received comments in the presentation (impact on the quality of country reports). Third, their presentation skills were improved since they were able to practice their presentation before giving it again in Japan (impact on trainees' ability to give a presentation). Finally, trainees were strongly motivated to study in the courses by participating in the presentation of country reports (impact on trainees' motivation). Therefore, continuation of presentation of a country report before leaving for Japan is recommended.

(2) Three Requirements for Final Report

Trainees were required to submit a final report at the end of the course. Trainees could choose a topic according to their interest. Participants who had difficulty selecting a theme should be given suggested topics as follows:

- 1) The similarities and differences between their organization and the corresponding Japanese organization.
- 2) The similarities and differences between Laotian policies and Japanese policies
- 3) Recommendations to improve the organizations in Laos by applying knowledge and experience obtained in the course.

(3) Obligation to hold a workshop

Holding of a workshop by trainees, after handing in reports to their organizations, can promote technology transfer. So, the organization should obligate trainees to hold a workshop and JICA should encourage the trainees' organizations to do so.

(4) Three approaches to improve the courses

- 1) Courses for middle-class executive officers (Continuing the on-going courses)

The currently implemented courses should be continued to train middle-class executive officers so that Laos would continue sound economic growth in the shift from socialism to a market economy.

- 2) Courses for junior executive officers

Many of the middle and higher-class executive officers have experienced studying or being trained in the former Soviet Union, East Europe and Viet Nam. However, aid and support from the former socialist nations stopped with the dissolution of the Soviet



Interview for ex-trainee of the course of "National Economic Management"

Union in 1991. Junior members lost the opportunity to study in these countries. Instead, Australia, Japan, France and Germany have offered the opportunity for Laotians to study in these countries. Nevertheless, these opportunities are less than those provided by the former Soviet Union who accepted 2,000 students and trainees a year¹⁾.

As the department of Economics and Business had not been established until recently in Laos national university, junior executive officers, who are in their twenties, have not studied Economics systematically. Opportunities to participate in JICA's training in Japan tend to be offered to members who are over 30 years old. As a consequence, junior members were short of training opportunities. Therefore, training courses should be held in Vientiane targeting junior members who are under 30 years old. They can manage to attend the courses while working in Vientiane.

3) Courses for Ministers and members of the central committee of the Lao People's Revolutionary Party

Laos has adopted the national regime of people's democratic republic based on the National Assembly. However, the Laos political system is operated by a central committee consisting of 49 members, and the top nine political Bureau²⁾. It is believed that this exclusive group has made the decisions on important policies, such as joining ASEAN. It is quite effective to enhance their knowledge and ability to make appropriate decisions, considering the process in which the political decisions are made, and how influential the group has been on the politics of Laos. Thus, it is recommended to establish a course for the 49 central committee members and nine highest political bureaucrats to improve their decision-making ability.

(5) Training at ASEAN's headquarters

In supporting Laos to shift to a market economy, it is important to help that they understand and become more aware of ASEAN, and possess the skills to participate in ASEAN meetings, which are held more than 270 times a year. Thus, it is recommendable that the training curriculum includes visits to and seminars at the headquarters of ASEAN in Jakarta.

(6) The opening of the seminar for supporting transition to market economy in Laos

The capital Vientiane is the largest city of Laos, and the center of the economy, administration, diplomacy, finance, education and information. Savannakhet is the center of the southern part of Laos, which is active in



Vientiane municipality with Monument of Independence



Luang Prabang, the 3rd largest city in Lao P.D.R.

trading with Viet Nam, Thailand and Cambodia. Luang Prabang is the center of the northern part, which is active in trading with China, Myanmar and Thailand. Although Savannakhet and Luang Prabang are the second and third largest cities in Laos, there is a large gap between these two cities and Vientiane. On one hand, Luang Prabang has the potential to develop based on tourism and Savannakhet can serve as the link between Viet Nam and Thailand, taking advantage of the construction of the second Mekong Bridge. Even so, local governments are

¹⁾ "The Actual Conditions of the Aid from Russia-Impact on Laotian Economy of the Cut of the Aid (Russia ENJO NO JITTAI — ENJO SAKUGEN NIYORU Laos KEIZAI HENO EIKYOU)", International Development Society of Japan, "International Development Studies" Vol2. No1, May 1993, pp.127-137.

²⁾ In the meeting of the Seventh Party Congress in March 2001, it is said the central committee members were 53 and the highest members numbered 11 instead of nine.

not capable of capitalizing on these opportunities. Local governments must have knowledge of the basic concepts of a market economy, regional development planning, and planning for special economic zones. Therefore, executive officers of local governments, including in the above two cities, should be trained. The training courses can be held either in Vientiane or other local cities. In case JICA supports these courses, it would be effective to use graduates from the five Country-focused Training Courses as trainers, which would further promote their capacity as well.

(7) Extending the training courses to local areas and producing learning materials in Laotian

The above mentioned courses in local cities need to target not only executive officers of local governments, but also teachers of high schools, junior high schools, vocational training centers and special colleges so that the number of people who can understand a market economy would be increased. To put the above plan into practice, learning materials in Laotian should be produced.

(8) Supporting the productivity of government staff

In spite of the shortage of staff, the government cannot afford to increase the number of staff. Thus, it is indispensable to improve the productivity of government staff. The evaluator made the following suggestions:

- 1) to hold follow-up seminars in Vientiane for trainees to continue obtaining recent information and knowledge.
- 2) to dispatch Japanese Experts to improve the technical ability of government staff
- 3) to offer trainees an opportunity to stay longer in Japan in order to acquire a master's degree.



Interview for ex-trainee of the course on "Management of Market-Oriented Economy"

(9) The Organizing of an alumni association and publishing of a Newsletter

Although freedom of association is ensured by the Laotian constitution³⁾, it is not an easy task to organize an alumni association of the former trainees. JICA's office in Laos should take the initiative to have an alumni meeting once a year, where trainees are given opportunities to exchange information and to be informed about new courses. These opportunities should be significant for Japan as well, from the viewpoint of keeping contact with supporters in Laos. It is also recommended that newsletters be issued to the former trainees.

(10) Mission of the trainees

The effectiveness of the courses could be reinforced by explaining the purpose of the training courses to trainees in advance or as soon as they arrive in Japan for the following reasons. First, an explanation in advance enhances the training courses' impact on the trainees' learning ability, boosting the motivation of trainees. Second, the explanation in advance convinces trainees that it is their mission to share the knowledge they acquire in the courses with their colleagues and society at large. This would prevent trainees from keeping the knowledge just for their own benefit, and enhance the impact of technology transfer.

(11) The training courses should be held in Laotian.

Basically, the training is conducted in Japanese with a Laotian interpreter, and the presentation of country reports and final reports is conducted in English. Since Laos joined ASEAN, people became more conscious of the importance of English. However, it is too soon to hold every Country-focused Training Course in English. Though English is recognized as the international language, it is still only one of the communication tools. There are some Laotians who are skilled in English while others are not. It is known from past experience that about 70 to 80 percent of the participants cannot understand English lectures. Their low English ability does not mean that their capacity is also low. The training courses of JICA also targeted members who are not skilled with English because they can also play an important role in their country after being trained. This makes JICA's training courses superior to the courses of other donor countries in terms of its human resources and training strategy.

(12) Position continuity of the participants

The requirements for the applicants of the training courses should contain that their position or post would not change in two years after the training. They should be informed that they would not be selected if they would change their position or post soon after the training. One of the participants in the course "International Telecommunications" reached retiring age after the training. The selection of the members as trainees wastes resources.

(13) Increasing the duration of training courses

For every course, participants indicated that the duration should be longer. Although those who are in higher positions such as director can only be away from their work as long as three weeks; members who are in lower position can be away for about two or three months.

(14) Feedback of theory and practice

It is quite important that the trainees can apply both theory and practice to the real situation. For example, when a training course contains a field trip to a factory, it is necessary to explain what is the meaning of the trip and which lecture it is connected to.

(15) Technical terms in English

Technical terms, which are used in the lectures, should be written in English in materials distributed, even though they are basic terms for lecturers.

(16) Briefing for Japanese lecturers

Some of the lectures do not match the reality in Laos. The problem would be solved considerably by lecturers' grasping fundamentally the situation of Laos. Before the start of the training courses, lecturers should have opportunities to learn about the situation of Laos from distributed reports or a briefing by course leaders on the Japanese side.

(17) The distribution of text in advance

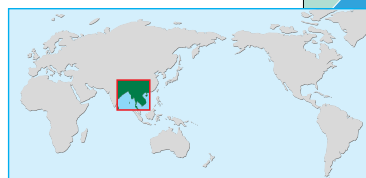
Textbooks should be sent to the trainees before they come to Japan so that they can study in advance. The distribution of textbooks should be completed at the latest the first day of the training course. This may enhance the effectiveness of the training courses in Japan.

(18) Point to notice for members engaged in technical work

Participants engaged in technical work were interested in obtaining practical techniques. Meanwhile, they were not so concerned about the meaning of their work in society. For instance, they were interested in obtaining communications technology while they were not attentive to what role and meaning communications technology had in their society. The training course needs to contain sessions enhancing their awareness on the meaning of technology in society.

³⁾ In Article 31, Laotian Constitution, it is said that Laotian people have freedom of speech, publication, meeting, association and demonstration unless they violate laws

Human Resources Development



Project Site Yangon

1. Background and Objectives of Evaluation Survey

This evaluation study was aimed at evaluating the effectiveness of completed technical cooperation projects of JICA in the field of human resources development, and at deriving lessons and recommendations for future cooperation to Myanmar in the same area. The study was carried out from the view of an external expert in order to secure objectivity of evaluation and transparency of JICA's projects.

The evaluator was Suzuka Yoshida, a freelance journalist who has broad knowledge and experience in the field of international cooperation.

2. Evaluated Projects

- **Bridge Engineering Training Center Project**
(July 1979-July 1985, Project-type Technical Cooperation)
- **Bridge Construction Project (Small Steel Bars)**
(FY1978 and FY1980, Grant Aid)

3. Members of Evaluation Team

Team Leader:

Suzuka YOSHIDA, Journalist

Evaluation Planning:

Yuko HASHIGUCHI, First Regional Division, Planning Department, JICA

4. Period of Evaluation

12 September 1999-25 September 1999

5. Method of Evaluation

The evaluation was based on the results of the site visits, interviews with the relevant actors of the project at the time and the follow-up interviews with the Japanese experts.

6. Results of Evaluation

(1) Environmental and social situation in Myanmar and the background of project: A country with many rivers which inevitably require bridges

The land of Myanmar extends from the north to the south and most of its mountainous borders are shared with China, India, Bangladesh, Thailand and Laos. Some large rivers run through Myanmar and the five bordering countries, and other large and small rivers also flow from north to south within Myanmar. Therefore, east-west movement was not as active and the flow of information and goods was slow. As a result, it was difficult to share a sense of unity as a state. In addition, there are hundred ethnic groups, and government policies and programs did not reach all corners of the country even though centralization was promoted.

Under these circumstances, the government of Myanmar recognized that the construction of bridges would bring unity for the country, so they requested the government of Japan to provide technical training on bridge construction. As a result, the Bridge Engineering Training Center (BETC) project began in 1979.

According to Mr. Minoru Fujiwara, the then team leader of BETC, the Japanese technical level of bridge construction was the highest in the world. Japan reached this high technical level by the trial and error after learning from England, Germany and the United States, which had the highest technical standards before the war.

Japan learned from their own experience that on-the-job training (OJT) was the best way to acquire skills. The successive experts of the Project who lived through the learning period of Japan maintained the policy of combining Japanese style lectures and practical training.

An immediate objective was to establish the Thuwunna bridge, made of concrete. However, it was decided that the bridge provided by grant aid would be used as the site of technical cooperation, and this enabled lively technical transfer as a result. Hajime Asakura, the second successive leader and an executive director of Magara Construction Co., Ltd. told trainees, "The aim of the project is not the construction of the Thuwunna bridge. Our objective is to enable you to construct the next bridge on your own". Trainees were then trained them in earnest, and the training continued for the next six years.

(2) Importance and essence of human resource development: People will not act without being given opportunities, instructions and praise

The total number of engineers who were trained during the cooperation period was more than sixty. Some of them were selected and appointed to work on bridge construction and formed the construction team with the workers. Some skilled crane operators and other specialists were invited from Japan and they joined the training together with the Japanese experts at the construction sites.

For the first two years, the Japanese personnel struggled to change the mentality of engineers who were not willing to share their skills with others nor work in the field. Although it took more than one year to make the engineers willing to go out in the field, it seemed that the belief of the Japanese experts, "people will not act without



The Thuwunna Bridge

being given opportunities, instructions and praise," was accepted by the Myanmar with the honest national character.

It is probably safe to say that the people of Myanmar were hungry for the most advanced technology since there was little contact with the outside world as Myanmar was semi-secluded. It was also fortunate that Myanmar did not have an aid-dependant mentality. This fact was significantly different from other aid recipient countries, and thus it was thought worthwhile to give training to a country with such a national characteristic.

Trainees still remembered the experience of interacting with experts. When the Evaluation Team called on trainees and carried out questionnaire surveys and interviews, we could collect many anecdotes. According to trainees, experts treated female engineers equally. Experts tested students' comprehension of lectures and carried out complementary lessons for those who failed and sent for materials from Japan when necessary. Experts did not have enough sleep because they had to prepare for the lessons. After training or work, they sometimes held home parties to enhance mutual friendship. Trainees mentioned that they could feel that there was no hierarchy between engineers and workers, nor between experts and trainees.

(3) The Effects of Human Resources Development: Trainees Constructed a Concrete Bridge on Their Own

Experts taught the method of concrete bridge construction at BETC. The reason the Thuwunna Bridge was made of concrete was that resources were available locally and thus they could avoid using foreign currency. Sustainability was considered as one of the top priorities.

A major contribution of technical cooperation to the construction of Thuwunna bridge was the extension of the



The Thuwunna Bridge constructed by trainee and JICA expert



The Thanlyin Bridge constructed with support from China

distance between bridge piers. The maximum spacing of bridge piers was 30m at the previous technical level of Myanmar, but technical capability was upgraded to a level where bridge piers could be spaced as much as 300 meters apart using a basic set of heavy machinery that was brought from Japan. Thuwunna bridge was built with piers spaced 100 meters apart. As the longest bridge in Japan at the time was 300 meters (Hamana Bridge), Myanmar's technical capability reached the world standard. The machinery provided by this Project was still used in Myanmar at the time of the evaluation. For reference sake, the longest bridge in Japan now is Akashi Bridge at two kilometers. This implies that bridge construction technologies are constantly advancing.

Later, the planned technical cooperation to the construction of Ngawun bridge after Thuwunna bridge was cancelled due to the political upheaval of 1988. However, experts informally attempted to transfer technologies from Japan through the exchange of faxed messages. It was honorable that there were such experts who continued providing assistance only by their sense of responsibility and commitment without seeking profits. As a result of this informal transfer, trainees built a 110-meter-long concrete bridge on their own.

BETC is still in good condition. Also, the traditional policy to use OJT for basic training and of transferring technical skills from seniors to juniors is still maintained.

(4) After cancellation of new cooperation: only technology of bridge pier construction remained

The problem of a concrete bridge was that it would require considerable time for construction, though the resources could be easily obtained. Since JICA's cooperation has been suspended, Myanmar has constructed many bridges with the assistance of resources,

personnel and design from Chinese corporations, but all of these bridges were made of iron. An iron bridge could be completed quickly as they simply installed bridge piers which were constructed in China. However, there was almost no technology transferred to the engineers of Myanmar.

As a result, the technique of BETC which still remains now is that of bridge pier construction. But bridge pier construction was an essential technique for any bridge using either concrete or iron and cables for the upper part of the bridge. It was assumed that the technology acquired by trainees contributed to the bridge construction boom in Myanmar after Japanese cooperation.

(5) Possibilities of Future Technical Cooperation in the Field of Bridge Construction: BETC Graduates at the Period of Transition of Power

Something must be said about the personnel trained in BETC. Most of the current civil engineering technicians, such as Mr. U Khin Maung Oo who became a chief engineer of the Ministry of Construction, Public Works and the general manager of a research institute, received training at BETC. Through these top people, technology was transferred from skilled technicians to other engineers through OJT at each construction site and thus the spirit and technology of BETC was widely spread.

However, the first generation of trainees were now nearing retirement. And the third generation of personnel trained at BETC have become the main actors in local areas; however, there have been no new technologies introduced. Consequently, these technicians who had been using the same technologies for 20 years felt a strong sense of stagnation.

Mr. U Han Zaw said earnestly: "I was worried about whether or not my direction was right as a construction



The Aungzeya Bridge constructed with financial support from China. In the bridge pier, Japanese construction technology was utilized.

manager; therefore, I wish the cooperation would be reopened soon".

When Mr. Asakura, mentioned above, saw a picture of Aungzeya Bridge with its 300-meter piers, he said with surprise that he did not expect such progress. He had also assumed that they would be able to manage, to a certain extent, the construction of the upper part of the concrete bridge (including the Detailed Design of it) with little assistance. However, technical cooperation of maintenance, design, and supervision would be necessary when they construct bridges made of either concrete or iron. It would be expected that this kind of cooperation should target a large-scale audience at national level, not private agents of single projects, and then this would bring large benefits to the public. This also would raise the social value of JICA's work.

In this respect, how to consider the feelings of technicians of Myanmar would be subtle. However, to conclude, cooperation that would satisfy the needs of technicians for new technologies and also correspond to the national policy which emphasizes the construction of bridges within a short-term period would settle on the areas of quality control techniques, installation of the latest machinery and technology, and moral support for technicians.

(6) Cooperation in the Agricultural Sector and its Impacts: Do "Software-type" Development Outcomes Reach Farmers?

Other Project-type Technical Cooperation were ongoing, including "Irrigation Technology Center Project (Phase II)", "Seed Bank Project" and the after-care cooperation of the "Central Forestry Development Training Center Project". The main activity of the Irrigation Technology Center was technology transfer for water management of the Center established through loans from Japan. The implementing organizations of Myanmar were interested in the programs as they extend the technologies of public organizations to the level of farming families. However, there was a question of equity of water distribution since there was no land management association. The effect of these activities was not clearly discernible and thus it was difficult to assess whether the technology, resources and awareness had spread to the bottom, since there were no Follow-up Studies of the technology retention rate carried out. This might have been a result of the situation that there was no freedom to form farmers' organizations or that the budget was too small to spread performance to the local areas. It might have been difficult to produce visible and tangible

impacts as BETC did.

However, there was no doubt of the fact that the presence of Japan contributed to a sense of security among the Government and people of Myanmar. The cooperation of Japan was the only connection with foreign countries for Myanmar since there was no assistance from other DAC member countries. The activities of Western NGOs focused on the area of human rights; therefore, the Government of Myanmar looked to Japanese NGOs that focused on practical activities.

Considering the situation where the government could not assist the country officially, NGOs could have played a greater role, but most of the NGO activities were small-scale. It was expected, however, that some NGOs would expand their target areas and activities. For example, there were rural development projects of Karamosia International and the projects of Bridge Asia Japan (BAJ) which were carried out in partnership with UNHCR and WFP with the aim of extension of appropriate technology. In particular, BAJ was highly appreciated by international organizations for its strength in logistics through its consulting work with WFP. In general, Japanese NGOs could gain a comparative advantage if they had technical skills. It would be relatively easy for them to make contacts with local NGOs as well as to provide personnel from Japan. They would be able to make contacts with JICA as well. NGOs should consider the possibility of interacting more with JICA experts in order to enhance their technical capability.

(7) The Effect of Military Governance: Myanmar after economic sanctions and suspension of foreign aid

In the case of Myanmar, we cannot ignore the relationship between governance and economic assistance. In 1988, the military took control of the government, interrupting the movement towards democratization. There was severe condemnation of this act by the international community, and the military government was criticized as "undemocratic" and "lacking a sense of human rights". As a result of the military takeover, economic sanctions were imposed on Myanmar and aid was suspended. The situation continues to the present.

There were several effects of the economic sanctions and aid suspension by foreign countries, but one of them should be pointed out here. There emerged the necessity of devising and reusing existing knowledge, technology and resources because there was no new influx of the

same from overseas. As a result, there emerged a new mentality of sharing knowledge and skills among colleagues rather than retaining them for self-advantage. This helped to permeate broadly the technology of BETC and their spirit of emphasizing field activities. According to Mr. Minoru Fujiwara, the third team leader whom we interviewed in Japan, the sound national characteristics nurtured a sense of responsibility to overcome difficulties. To the present, the achievement of technical assistance has had enormous effects, similar to sand absorbing water.

However, an unexpected negative situation arose as a result of the military governance. Interest-free loans for commercial assistance from China were provided on a large scale. Chinese aid focused on the construction of infrastructure, such as bridges and roads, and most of the infrastructure constructed in the 1990s was carried out under the aid of China. There were some cases of construction by bidding, but Chinese enterprises held overwhelming advantages in terms of cost and loan conditionality and the fact that they could easily bring a labor force along with equipment and materials. According to local technicians, the Chinese side would not sell the equipment for testing the hardness of reusable bridge piers which they wanted to purchase. They also complained about the lack in sincerity on the Chinese side saying that Myanmar was forced to pay expensive hotel fees for engineers and the labor force, while the Chinese technicians carried out the work themselves and did no teaching. Although China carried out these constructions as business rather than assistance, Myanmar's rigorous attitude towards development was demonstrated by the fact that they proceeded with the Chinese despite the limitations.

(8) Economic Measures of the Government of Myanmar: Acceptable Economic Policy

After the suspension of Japanese assistance, Myanmar had to overcome difficult situations on their own. They embraced the policies of maintaining capitalism, receiving capital from overseas, exporting and developing oil and gas resources, promoting the flow of goods through construction of bridges and other infrastructure, and also improving the macro economy. This was an inevitable approach for a country rich in natural resources but underdeveloped in terms of infrastructure, and with the majority of the population engaged in agriculture.

Myanmar had trouble formulating and implementing these policies. Brigadier-General Abel, Minister in charge



Interview of ex-trainee.

of economic affairs in the Office of the Chairman of the State Peace and Development Committee (SPDC), commented during the interview: "We could make our own economic policies and national laws prior to other Asian countries, without the expertise of the IMF and the World Bank." His words seemed to imply that Myanmar was different from other countries where economic growth was further stagnated as a result of negative impact of structural adjustment. He also believed that the future of many Latin American countries and Indonesia was uncertain since their political situation became unstable during the process of recovery from economic crisis.

Many bureaucrats and academics who are well versed in economics support Brigadier-General Abel. Fortunately, we could meet some of them informally for this evaluation study. Although the brain drain has become a serious problem, skilled personnel are still working even under the military regime. In this respect, Myanmar differs from other civil war affected countries, since the government was still functioning.

The evaluator asked these government officials and academics "what type of cooperation they would prioritize financial support, technical cooperation or construction of infrastructure". Then, one of the female economists who was the director of Foreign Economic Relation Department, Ministry of National Planning & Economic Development, Minister's Office threw a glance at Brigadier-General Abel and replied: "Myanmar lacks everything now. I would say that we need everything, but at the same time, we would like to run the country by ourselves. Although the government would want infrastructure construction through grant aid, technicians would need technical cooperation. Technicians have been seriously frustrated about losing their capabilities."

The impression of the evaluator was exactly the same.

Although it was not a favorable consequence, Myanmar was in a situation of semi-seclusion. Technicians had been starved for new technologies and irritated by Chinese commercialized cooperation, but had been assiduously working on constructing many bridges while enduring this shame.

(9) Cooperation towards Myanmar from the Aspect of Diplomacy: Required Sense of Diplomacy

A country must be careful not to lose the motivation of personnel during the process of nation building and steering. Since this is not something which occurs overnight, the issue of qualified personnel losing their motivation and infecting colleagues by their behavior was often overlooked. This might cause, however a situation where Myanmar society would lose its vitality as well as social leaders when the cooperation was reopened and economic activities were reactivated full-scale. Although the gentle and honest people of Myanmar had endured these difficulties to date, it did not mean that they would not lose their spirit in the future.

Lack of material resources is also a serious issue. The necessary seeds and fertilizers for producing agricultural products as well as irrigation facilities are insufficient. There are only limited medical facilities at the so-called JICA Hospital. (New Yangon General Hospital)

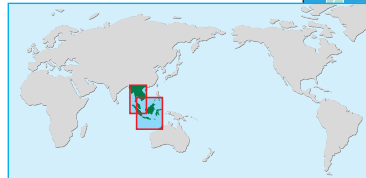
It is obvious from a diplomatic perspective that full-scale cooperation should be carried out promptly. It is important to address the concern regarding the situation that Myanmar was suddenly under Chinese influence. It is necessary for Japan to take advantage of the conflicts between China and India so that Myanmar stays in good stead with both countries, since it is situated geographically in the middle. In the first place, there would be an advantage of diplomacy when it begins in advance of other countries. In this regard, Japan might have many more things to do beyond looking at Myanmar merely as a small country or pro-Japan country.

As mentioned above, Myanmar with its specific national characteristics and conditions deserve cooperation from Japan. Since at present Myanmar's expectation focuses on Japan, it is morally right to strengthen the relationship between Myanmar and Japan in terms of technical cooperation and diplomacy.

Support for Community Empowerment and Peace Building

Project sites

Cambodia: Kompong Speu Province,
Kompong Cham Province,
and Takeo Province
Indonesia: South Sulawesi Province



1. Background and Objectives of Evaluation Survey

JICA carried out several activities under the Community Empowerment Program in partnership with local NGOs aiming at improvement of social welfare at the grassroots level.

In Cambodia, the Community Empowerment Program attempted to alleviate poverty and reduce the effects of the economic crisis through supporting organizations devoted to community improvement and improvement of women's status. Also, skill training and educational campaigns were carried out in order to expand counseling activities for people suffering physically and psychologically from the effects of civil wars and poverty.

In Indonesia, many Community Empowerment Programs were also implemented. In particular, empowerment of poor groups in South Sulawesi Province in the Eastern part of Indonesia was attempted through fulfilling basic needs and improving the productivity of target groups.¹⁾ Various means were incorporated such as 1) rural poverty surveys, 2) promotion of the acceptance of project implementation by government-related organizations and local communities, and 3) bargain sales of daily necessities.

This evaluation study aimed at understanding the social impact of community empowerment programs in both Cambodia and Indonesia, and deriving lessons and recommendations for similar types of cooperation particularly in terms of the building of partnerships with NGOs in the future.

The person in charge of this evaluation study was Noriyuki Wakisaka, a journalist with extensive experience in visiting and reporting on international cooperation projects. He has also participated in the JICA advisory resource group called "Peace-Building for Human Security"

2. Evaluated Projects

(1) Cambodia

- **Model Health and Social Service Centers**
(Community Empowerment Program)
- **Promotion of Women's Reproductive Health and Participation in Economic Activities**
(Community Empowerment Program)

(2) Indonesia

- **Empowerment of the Poor in South Sulawesi to Support Poverty Alleviation**
(Community Empowerment Program)
- **The Project of Subsidized Food and Health Services Provision for Beak Drivers and Their Families**
(Community Empowerment Program)
- **The Project for Community Empowerment in Primary Health Care in the Remote Archipelago Area in South Sulawesi Province**
(Community Empowerment Program)

3. Members of Evaluation Team

Team Leader:

Noriyuki WAKISAKA, Editorialist, Asahi Newspaper

Evaluation Planning:

Yukiji KOBAYASHI, Public Relations Division,
General Affairs Department, JICA

4. Period of Evaluation

20 February 2000-7 March 2000

5. Results of Evaluation

(1) Cambodia

- 1) Model Health and Social Service Centers in Cambodia
 - a) Overview of Project

- **Implementing NGO :** Cambodia Social Services (SSC)
- **Head of NGO:** Ms. Erin Minotti
- **Year of Foundation:** 1996
- **Project Sites:** Phnom Penh (Head office), Kompong Speu Province (Social and Mental Health Service Center)
- **Sites Visited:** Social and Mental Health Service Center in Kompong Speu Province and others
- **Period of Cooperation:** 11 December 1998-10 December 2001
- **Project Purpose:** To support socially disadvantaged people with psychological disorders in order to enable them to participate in productive and social activities as members of society.
- **Project Activities:** Training of social workers and staff
Assistance for local activities of community volunteers
Counseling services for the socially disadvantaged
Training of staff of Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation and Ministry of Public Health
- **Number of Staff :** 38 (including 9 social workers of Kompong Speu Province)

b) Impressions and Considerations

i) Background of initiation of cooperation

The people of Cambodia have always lived with war. They have been involved in civil war since the Viet Nam War in the 1960s. Nearly 170 million people were the victims of massacre, starvation and diseases during the four years of Pol Pot regime between 1975 and 1979. Afterwards, the civil war came to the fore again and did not completely end until the death of Pol Pot in the Northern Jungle of Cambodia after the conclusion of the Paris peace accords in 1991.

During this period, a large number of people were injured by the hundreds of thousands of land mines buried in the areas close to the borders of neighboring countries. Of course, the people who survived such cruelties of civil war suffered from serious physical and psychological trauma. Helping those traumatized people became the pillar of the post-war assistance as the trauma was widespread ²⁾.

Support services by the international community for those injured by land mines began. However, little attention was given to the psychologically traumatized, who continued to be plagued by anxiety disorders and sleeping problems due to the abominable wounds of the past. Doctors were not trained to give appropriate treatment. In order to deal with this situation,

Cambodia Social Services (SSC) began their activities in the early 1990s.

In December 1998, SSC and JICA signed on an agreement for the implementation of the Community Empowerment Program, and it was promised that the three-year cooperation would be implemented during four fiscal years until November 2001. It was the first time for the JICA Cambodia office to support local NGOs.

ii) Remarks made by experts

The pillar of support activities for NGOs under the Community Empowerment Program was the Dispatch of Experts from Japan. From the beginning of the project, two experts and one research team were sent to Cambodia.

Kunio Iwata, an expert on management of social welfare programs, was dispatched as a short-term expert from January 27 to March 26 1999. Iwata made two important comments on this project in his report to JICA.

One comment was regarding the activities of SSC. While he commented that their activities had progressed well, he recommended that SSC should introduce group care (guidance for group counseling) which treats patients as part of a group instead of conducting individual counseling for each household which has problems. For instance, he mentioned that organizing meetings for alcoholics would be effective for them to gain self-awareness through discussions.

Another remark made by Iwata ³⁾ was the problem of the low priority of social welfare among the policies of the government of Cambodia and the weak functioning of government offices. The Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation, which was inaugurated in December 1998, had a minuscule budget and the staff was interested only in earning additional income from daily allowances received from attending projects and seminars of NGOs and United Nations organizations. In the report, Iwama acutely pointed out that it would be difficult to quickly improve the entire welfare policy situation, and then recommended that it would be more effective to start with supporting specific policy areas that would be able to conduct activities with limited material and human resources. Supporting measures such as dispatch of experienced personnel would be more logical than developing

1) Beneficiaries of the projects

2) Kazuo, TAKAHASHI ed. (2000) Kokusaikaihatu no kadai 2000, FASID, p.32

3) Kunio, IWAMA (1999,4.12) Final Report to JICA

programs that would require large financial and human resources, such as construction of large-scale buildings.

The expert dispatched in December 1999 after Iwama was Yoshimasa Tebayashi, a psychotherapist who was well-known as an advanced expert of mental health care in Japan.

Tebayashi pointed out some issues of the situation of health care in Cambodia in order to improve the standard of mental health care in the country, and recommended that JICA continue its support activities. Some of the issues highlighted and suggestions made by Tebayashi are as follows: ⁴⁾

- a) Group care (guidance for group counseling) was one of the techniques of psychotherapy but not a skill that could be transferred in three months. It was necessary to understand the situation and the level of understanding of trainees of group work to deal with Cambodia's history of war and poor educational opportunities.
- b) British experts who were in charge of training social workers in SSC were too busy and there was much work left as well. The participatory method, whereby projects are managed based on the feedback from social workers themselves, was also not incorporated.
- c) It was necessary to give advice and guidance to the Mental Health Daycare Center of Phnom Penh, the sole daycare center of its type in Cambodia.
- d) It is important to formulate new projects with a view of the situation of Cambodia as a whole.

The issues that Tebayashi pointed out were those that must be tackled in the long run. It would be difficult to deal with these issues only through the dispatch of short-term experts under the Community Empowerment Program, therefore the dispatch of individual long-term experts also would be necessary. The decision of whether or not to proceed with this route should be considered with respect to JICA's cooperation priorities towards Cambodia.

iii) Activities covered by project

Besides the issue related to the quality of mental medical care, it should be recognized that this SSC project was not only addressing the prime purpose of providing medical care for physically and psychologically traumatized people responding to the issues of poverty and lack of medical care in rural Cambodia, but was also targeting a large group of socially disadvantaged people who had been alienated in rural areas due to poverty.

In July 1999, eight months after the beginning of cooperation, a monitoring team including Mitsuo Ishizaki, a professor in the Department



Social Worker of SSC who visited a village

of International Cooperation, Shumei University, was sent to Cambodia. According to their report, half of the activities of community volunteers trained by SSC after 1993 were focused on the issues of psychological and physical health and the other half was related to rural development. The report said that those who were directly injured at the time of Pol Pot were only a minority of the people with psychological traumas and, thus, the problem would not be resolved merely by a medical approach. The team also expressed their strong impression of the need of cooperation for economic and social development of rural areas. In respect of the foregoing, social workers were found to have asked state authorities to take charge of the supervisory work of road construction and played the role of welfare commissioner for alleviating poverty. SSC was also highly evaluated to have introduced NGOs working for rural development to the people ⁵⁾.

We had the same impression as Mr. Ishizaki. The issue of separating the activities of medical treatment and social work needed to be flexibly dealt with in response to the progress of local development.

2) Promotion of Women's Reproductive Health and Participation in Economic Activities

a) Overview of Project 1

- **Implementing NGO:** Australian People for Health, Education and Development Abroad (APHEDA)
- **Project Site:**
Women's Development Center in Kompong Shen District, Kompong Cham Province
- **Site Visited:**
Women's Development Center in Kompong Shen District, Kompong Cham Province
- **Period of Cooperation:**
10 December 1998-9 December 2001
- **Project Purpose:**

Improvement of women's reproductive health
Promotion of economic participation

• **Project Activities:**

Improvement of knowledge of birth spacing and prevention of HIV/AIDS
Improvement of literacy rate
Development of community volunteers in villages
Gender seminars for rural women
Seminars for female workers

b) **Overview of Project 2**

• **Implementing NGO:** Khmer Women Voice Center (KWVC)

• **Project Sites:** Phnom Penh (Head office), Kompong Cham Province and other areas

• **Head of NGO:** Ms. Koy Veth

• **Sites Visited:** Schools and villages in Kompong Cham Province

• **Period of project:** 10 December 1998-9 December 2001

• **Project Purpose:** Increase women's participation in the process of decision making in communities
Improvement of productivity and security of workers

• **Project Activities:** Gender education at schools
Seminars for female workers

c) **Impressions and Considerations**

i) **Women's Center**

When we visited the Women's Development Center near the Kompong Cham provincial government buildings, the leaders training for women was in progress.

Women in their 30s and 40s, who came from all over the province, were sitting on the floor around a female APHEDA staff listening to her lecture. After the lecture on women's role in rural development, they had a lesson on how to use a condom by using a wooden miniature.

Hand luggage and mattresses were found in the rooms nearby the training room. We also saw women cutting vegetables and preparing a meal outside near the well. It was found that the trainees were staying overnight at the Center.

The Women's Development Center was a one-story building just slightly larger than a normal school classroom. The funds for construction were disbursed under the Community Empowerment Program through APHEDA. The building had a front yard with beautiful flowers. Mr. Leng Sokka, Director of Economic Development Office Department of Women's and Veterans' Affairs (hereinafter referred to as DWVA) mentioned "We are grateful and honored that the Center was built. It is very convenient that the center is accessible



A staff member of APHEDA who provided instruction in birth control

and also close to the building of DWVA."

ii) **The relationship between the Central and Local Government of Cambodia under Community Empowerment Program**

One of the difficulties faced by the Community Empowerment Program was how to manage the relationship among local NGOs, JICA and the relevant ministries and agencies of central government and relevant departments of local government. Problems would not exist if the relevant governmental organizations played only an administrative role, but in fact they often tried to impose their distinct interests on the project activities.

The Ministry of Women's and Veterans' Affairs (hereinafter referred to as MWVA) and the DWVA of Kompong Speu Province provide a typical example of the form of interference.

The MWVA was one of the weakest among the ministries of the Cambodian government along with the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation. It was only a department until it was promoted to the status of ministry to take charge of all women's issues in 1997. Since November 1998, they had been engaging in the payment of pensions to war widows and disabled veterans. They mentioned that 80 percent of the ministry budget was used for personnel expenses and the payment of pensions.

Although the The MWVA was part of the central government and DWVA of Kompong Speu Province was part of the provincial government, the two institutions had a close relationship in terms of exchange of personnel and financial resources. Therefore, the Agency of Women was

⁴⁾ Yoshimasa Tebayashi, (2000) Interim report to JICA

⁵⁾ Mitsuo Ishizaki et al. (1999) Report on monitoring mission (Viet Nam-Cambodia) submitted to JICA office (1999)

not as hard-pressed as other organizations in Phnom Penh. According to Mr. Leng Sokka, the Department of Women's and Veterans' Affairs often engaged in the work of international organizations and governments of foreign countries. If international organizations and foreign aid donors increase direct assistance to the provincial governments, the provincial government which is close to the project sites would have better access to financial assistance than the central government.

However, financial support to the Agency from the central government had been very small. The reality was that the 36 staff of the Agency of Women (26 of whom were women) would not be able to carry out their activities without financial assistance from overseas.

While the offices of the MWVA at central and provincial level were facing a shortage of financial resources, competition for limited funding was also becoming more serious. According to Mamoru Endo, a local consultant, concerned parties of the MWVA often mentioned that they were in favor of strengthening partnerships with NGOs. Then Endo pointed out that this seemed to be the Ministry's way to try to enclose NGOs within their territory, and NGOs recognized this commitment towards the Ministry as shackles for the legs, which negatively affected the progress of the project. Therefore, he said that the involvement of the central government should be limited as much as possible ⁶⁾.

Fundamentally thinking, one cannot avoid considering the question of why the involvement of the central government is necessary in supporting NGOs. However, regarding this project, all the project programs were assumed to be run not only by APHEDA themselves but also with the cooperation of the central government. In such

cases, it is normal that NGOs form partnerships with local government offices, which are closer to the project sites.

As a result, the necessity for partnership with the central government would be undermined. However, it is not desirable that the central government and the provincial governments become antagonistic in a small country such as Cambodia. The local JICA office and experts faced the issue of how to coordinate the project with The MWVA and then to strengthen and support their roles.

(2) Indonesia

1) Empowerment of the Poor in South Sulawesi to Support Poverty Alleviation

a) Overview of Project

- **Implementing NGO:** Environmental Partner Institute(LML)
- **Head of NGO:** Mr. Asmin Amin
- **Project Sites:** Five districts (Pangkep, Takalar, Jeneponto, Gowa and Bantaeng) of South Sulawesi Province (33 people's organizations)
- **Sites Visited:** Takalar District and Jeneponto District among the districts above
- **Project Purpose:** To understand and ensure the basic needs of poor farmers and small-scale fisher people
To formulate an income generation program through improving productivity
To formulate people's organizations
- **Project Activities:** Distribution of daily essentials
Establishment of consumer cooperative and assistance for the activities
Trainings for the formulation of organizations by field officers
- **Period of Project:** 1 February 1999-30 January 2002

b) Impressions and Considerations

i) High morale of the NGO

Sulawesi Island is one of the least developed areas in Indonesia and the southern area at the end of the island, south of Makassar (old name for Ujung Pandang) and the capital city of South Sulawesi Province, is known as one of the poorest areas on Sulawesi island due to low rainfall and low soil fertility.

The evaluation study team spent two days visiting various activity sites with the members of LML. The first positive impression regarding the project was the high morale of the LML staff. When they were teaching bookkeeping skills to around 30 women at one in village, Takalar district, the staff also politely taught the basic



Income generation seminar held by LML

concept of bookkeeping and balancing methods using notebooks and blackboard. Mr. Mohammed (29), one of the lecturers who was originally from a nearby village and graduated from an Islamic university, smiled and said that he might have become a businessman if he had money, but then he became keen to help underprivileged people better their lives. Although the low employment rate of university graduates might be part of the reason he's involved in this sort of work, this type of attitude is part of Muslim teaching, which recognizes the value to devote one's life to helping other people. It was therefore understandable when Ms. Nishida, a JICA expert, indicated that some people believed that the work in communities was their divine vocation.

LML was an ecological organization that had various achievements in the field of prevention of marine pollution. After the economic crisis in 1997, they carried out impact assessment studies in local communities with the Project to Strengthen Sulawesi Rural Community Development in Support of Poverty Alleviation Programms, implemented as Project-type Technical Cooperation, and acquired experience in community development.

ii) Full participation of community people

The second good impression was that there was a strong interest and sense of responsibility to organize among community people themselves.

The project covered broad areas and supported the activities of 33 people's cooperatives. The strong will of community people themselves was essential in order to achieve so-called participatory development.

The evaluation team visited three villages.

Every time the team arrived in the villages, huge numbers of villagers full of curiosity gathered in meeting huts and open spaces. We were slightly confounded to see that women who

were considered to be the leaders of people's organizations that were formed by the poorest in the community stood up and reported the number of cooperative members, the amount of funds, application of funds, and balance of payment in front of the evaluation team. It was impressive to see village meetings that were organized by community members and there was also an impression that those community people have considerable experience in formulating and managing community organizations under the village organization policy promoted by the Sukarno and Suharto regimes.

iii) Methods and issues of participatory development

There were some issues to be discussed concerning methods of implementing projects. First, the direction and focus of activities of people's organizations needs to be considered. Particularly, a discussion on funds management for each cooperative seems to be necessary.

Funds have accumulated through the sales of daily necessities called SEMBAKO which LML sold to the poorest community groups at very low prices at the time of the economic crises. Although details regarding the application for funds were not revealed during this study, it was recognized that the funds could be applied towards meeting broad community needs including the areas of education, medical care and income generation. No cases were found where the funds were applied only to income generation activities.

The issue of how to develop people's organizations and to familiarize them with the operation of funds is essential to address when attempting to promote community development through supporting local NGOs.

However, according to the traditional interpretation of the Law concerning the Japan International Cooperation Agency, which JICA is established on and its activities are based on, financing or funding a particular organization is outside its mandate. At the same time, other donors have been actively engaged in micro credit programs. Extensive discussion and research might be necessary.

2) The Project of Subsidized Food and Health Services Provision for Beak (Rikshaw) Drivers and Their Families

a) Overview of Project

• Implementing NGO: Indonesia Planned Parenthood



Rural Development seminar held by LML

⁶⁾ Endo, Mamoru (a local consultant), Final report on PCM workshop of the project for improvement of reproductive health P5 (1999.6.25)

Federation (PKBI)

- **Project Sites:** Makassar City, South Sulawesi Province
- **Sites Visited:** Same as above
- **Purpose of Project:** To improve the nutritional status of BECHA (rickshaw) drivers and their families and provide them with basic medical services.
- **Project Activities:** Bargain sale of supplementary food
Medical care at clinics
- **Period of Project:** 10 March 1999-9 March 2000

b) Impressions and Considerations

When implementing support activities for groups of people affected by economic crisis, it is essential to act quickly under general programs of technical and financial cooperation. In this regard, the community empowerment program is well placed in that it is easy to implement projects soon after decisions are made.

However, one has to be careful not to foster a dependent mentality among project beneficiaries after selecting a particular local NGO. Thus, it is a general rule of emergency humanitarian relief to stop assistance soon after circumventing the crisis. If the program is to continue after circumvention, it would be important to reestablish new goals for income generation. The success of the program depends on the competence of the NGO and appropriateness of JICA's assistance.

Mr. Abdurrahman of PKBI mentioned that when some families complained that they could not buy SEMBAKO at a bargain rate, they explained that only destitute families were selected based on valid criteria. He also said that the project empowered BECHA families through the opportunity of income generation when the immediate effects of the economic crisis were over, and then they considered the promotion of handicrafts for housewives.



SEMBAKO (necessaries like rice, flour, etc. are put in this bag and sold at a low price)

3) The Project for Community Empowerment in Primary Health Care in the Remote Archipelago Area in South Sulawesi Province

a) Overview of Project

- **Implementing NGO:** The Research Institute of the Rural Seacoast Area and the Community (LP3M)
- **Project Sites:** 12 remote islands off the coast of Makasar city, South Sulawesi Province
- **Sites Visited:** Three remote islands among above sites
- **Contract of Project:** November 1998
- **Project Purpose:** Improvement of basic medical services to the residents of remote islands
Enhancement of knowledge and motivation towards promotion of health
- **Project Activities:** Establishment of 49 medical clinics
Distribution of 50 types of medical supplies
Circuit dispatch of eight doctors and 12 public health nurses
Development and dispatch of 12 community volunteers (field officers)
- **Period of Project:** 1 December 1998-30 November 2001

b) Impressions and Considerations

- i) The role of NGOs as a bridge between community people and JICA

It is of utmost importance to have direct communication with community people in order to implement activities at the community level. Indonesia is home to many ethnic groups that speak different languages which presents a challenge to community development.

In particular, the South Sulawesi Province, where Community Empowerment Programs were carried out, is an area with many different ethnic groups living together and speaking a variety of local languages.

Although the number of personnel fluent in the Indonesian language has been increasing, many JICA experts and JOCV who worked in these areas were hindered by language barriers. In this sense, the entry of local NGOs made communication possible with local people.

Also, through NGOs, cooperation would be able to reach the remote islands as well as highly dangerous areas where ethnic conflicts were going on. In this context, there is no doubt that projects supporting NGOs would be meaningful.

- ii) Issues: Partnership between Community Empowerment Program and other programs of JICA

The major issue was how to promote the

partnership between the Community Empowerment Program and other programs of JICA.

One of the reasons that these remote islands were selected as project sites of the Community Empowerment Program was that the "Technical Cooperation Project for Improvement of District Health Services in South Sulawesi" was carried out under Project-type Technical Cooperation in the same area. The approval of a cooperation program concerning poverty reduction and rural development was also due to the existence of technical cooperation in this area.

There were some similarities among projects and it was also thought desirable that a partnership among NGOs, developing country governments and JICA would be promoted through incorporating the Community Empowerment Program as a model project into Project-type Technical Cooperation. However, in fact, the experts working under the technical cooperation scheme were more likely to spend their energy mainly on accomplishing their own project purposes and could not always afford to engage in projects to support NGOs. There was also another reality that residing experts would rotate when their term terminated. Although this evaluation studied the partnership situation of two projects under the community empowerment program and Project-type Technical Cooperation, for better or for worse, there was no strong impression that the coordination of these projects became closer.

One of the reasons was that it was the experts and local staff of the JICA Indonesia office who had daily contact with local NGOs. Therefore, in fact, the success of the Community Empowerment Program depended on the communication between local NGOs and the local JICA office.

However, this is an interesting contrast with the situation in Cambodia where Individual Experts increased their involvement in NGO assistance projects based on their own judgment. From this, it is proved that those experts dispatched from governmental offices could learn a lot from projects supporting NGOs. The success of short-term experts from Tokyo largely depended on the long succession of activities by long-term experts at project sites. It would be difficult to generalize who, the local experts, short-term experts from Tokyo or experts of Project-type Technical Cooperation, should be in charge of supporting NGOs, and the situation would vary in different countries and regions.

However, each expert should avoid getting involved with NGOs in an ambiguous way. A clear

direction must be followed after the JICA local office understands the situation.

6. The Situation of the NGO Sector and Supportive Measures

(1) Cambodia

1) Situation of NGO sector

It would be appropriate to call Cambodia a country with major NGO power. More than 300 NGOs are active not only in the field of development, such as education, environmental conservation, medical care and population, but also in broad areas of peace building, human rights and support to legal systems. Many of them are international NGOs, with origins in foreign countries. There has been no precise statistics on the scale of funding foreign aid through NGOs, and different views are held. The Japanese embassy recognized that one third of Japan's foreign aid was directed through NGOs. Mr. Chhing Yanara, a deputy director-general of the secretariat of Cambodia Development Committee (CDC) presented his understanding that NGOs receive about 15 percent of foreign funds including the funds delivered directly to NGOs.

The government of Cambodia consistently recognized the role of NGOs in development. Mr. Chhing Yanara also mentioned that they were willing to make use of every opportunity in order to put reconstruction activities on track and also appreciate the aid through NGOs aside from that which is bilateral.

Although local NGOs which were founded and led by Cambodian people have been increasing recently, in fact, they depend on foreign donors for their financial resources. However, in recent years, some ministers have come from NGOs, such as H. E. Mu Sochua, the Minister for Women's and Veterans' Affairs. She established the first women's NGO named "Khemara" in Cambodia in the 1990s and successfully carried out vocational training for women, micro-credit in rural areas and the sale of handicrafts.

Japanese NGOs also engaged in livelihood activities in local areas. Relief activities for refugees were first delivered at the border of Thailand and Cambodia and many NGOs extended their activities from the base in Cambodia through engaging in rural development and educational assistance in other developing countries. There were at least 12 Japan-based organizations that had permanent offices in local areas and have carried out activities using their own liaison system. It was also recognized that there had been dozens of NGOs that did not have a resident officer but supplied support services from Japan.

The government of Cambodia introduced the NGO

registry system and required NGOs to provide a report every three months. On the NGO side, umbrella organizations, such as the Cambodia Cooperation Committee (CCC) and NGO Forum, worked on coordinating the opinions among NGOs and played roles as contact points for discussions with the government

2) Japan's Policy to Support NGOs

Both the public and private sectors in Japan had been seeking ways to support Cambodian NGOs and to strengthen the partnership. First of all, almost 150 million yen was invested through the grassroots grant aid program through the Japanese embassy over 25 years. The sum total of the projects reached 150. By field of assistance, characteristically, the major projects were the construction of schools in the field of education and of these projects, 60 percent were carried out by Japanese NGOs. This was due to the background that ¹⁾ grass-root grant aid program could promptly respond to individual requests for school construction, ²⁾ Japanese NGOs had strong motivation for school construction, and ³⁾ the activities of the Ministry of Education in terms of overall planning and method of implementation of school construction were slow. In addition, other areas of agriculture, social welfare and human resource development were supported. The Japanese embassy promoted the establishment of a monitoring system through the follow-up research of some projects which some Japanese construction companies were requested to carry out.

(2) Indonesia

1) Situation of NGO sector

More local NGOs were found in Indonesia than in Cambodia. However, many foundations and NGOs which worked under the Suharto regime tended to show paternalistic attitudes towards the public similar to politicians, and those organizations were often used for securing political interests.

It was only after the 1990s that NGOs started to keep their distance from the government, and the assistance of European and American donors contributed to develop such an attitude. After the economic crisis in 1997, NGOs were recognized as having played a major role in social safety network projects, which supported socially disadvantaged people, and extended the scale of their activities.

It is difficult to generalize who, the resident experts, short-term experts from Tokyo or experts of Project-type Technical Cooperation, should take charge of the support for NGOs because this would depend on the situation in various countries and regions.

NGOs are called LSMs (Lembaga Suwadaya Masuyaraka: social and people's autonomous

organization) in Indonesia.

2) Policies of Developed Countries and International Organizations Concerning the Support of NGOs

Government control of international NGOs had been strict; therefore, those international organizations were basically prohibited from carrying out activities that directly supported community people, and so it was difficult for them to carry out projects without forming a partnership with local NGOs. As a consequence, advanced European countries and the United States adopted a policy to promote the development of local NGOs and the partnership between them.

Methods of assistance fall into two types: direct support of local NGOs and support activities carried out through intermediary organizations and network NGOs. Australia, England and New Zealand emphasize the former and the United States, Canada and Sweden support the latter. All of these countries were actively engaged in assistance activities during the economic crisis that started in 1997.

The United Nations Development Programme (UNDP) established the framework and the foundation for the Community Rehabilitation Program in order to generate income as well as to relieve poor groups in rural and urban areas and to support NGOs working at the community level with the financial assistance of England and New Zealand.

3) Japan's Policy to Support NGOs

Needless to say, Indonesia has received the lion's share of Japan's ODA, with a special focus on loans to developing countries. In FY1998, 230.4 billion yen and 20.8 billion yen was spent on the loan program and grant aid program, respectively. In terms of the technical cooperation program, 2,522 trainees were received and 416 experts were dispatched.

However, until 1996 support for NGOs had been given only through the grassroots grant aid program of the Japanese Embassy, and it can be said that there had been no recognition of the roles of NGOs in the cooperation policy towards Indonesia. Japan first requested the cooperation of local NGOs for the management and distribution of rice relief with a Japanese NGO serving as the intermediary. Furthermore, some changes were made after the inauguration of the Wahid regime in order to maximize the use of the grass-roots grant aid program. For instance, medical clinics were established in West Timor where refugees of East Timor live, and humanitarian emergency relief activities were carried out in Ache State, where the separatist movements had been continuing.

Japanese NGOs had not directly carried out activities in Indonesia due to the strong control by the

Indonesian Government. However, for instance, OISCA⁷⁾ runs alumni associations in local areas and AMDA⁸⁾ has a record of some activity in partnership with local actors.

7. Recommendations to JICA

Some concrete measures were derived from the recommendations for the improvement of policies to support NGOs including the Community Empowerment Program and those are as follows.

(1) To delegate authority of JICA HQ to Overseas offices and to strengthen the basis of assistance system

This is obviously what most people who have worked in the front lines of development cooperation have been acutely aware of. Although other international donors had already started to delegate authority to their local offices in the mid-1990s, Japan lagged behind this current.

(2) To enhance full-time staff for local NGOs in JICA Overseas offices

In the case of the Indonesia office, a JICA expert fluent in the Indonesian language was dispatched as a full-time project formulation adviser. Obvious advantages were seen as the relationship of mutual trust between local NGOs was established, opportunities to have contact with NGOs were increased, and the understanding of the local office towards the role of community empowerment program was greatly enhanced.

(3) To establish mutual trust through collect information on NGOs, and increasing regular contact and discussions

The Community Empowerment Program in Cambodia and Indonesia was launched in FY1998. Local NGOs gradually became familiar with the program as they saw the program performance for two years. The JICA Indonesia office has already received more than 50 proposals for new projects which would be launched after 2000. The program should be further promoted.

(4) To formulate smaller-scale and more detailed project

The priority for both the Cambodia and Indonesia projects was prompt implementation, and the scale grew larger than optimal since they were planned and approved hastily to meet urgent needs following the Asian economic crisis. Some advantages accrued to NGOs, however, in that they were able to receive large sums of money, which they spent on the construction of meeting huts and office buildings. However, this, in turn, might enhance their financial dependency on JICA and weaken

the sustainability of projects or organizations. It seems more desirable to continue small-scale financial support to many organizations for the sustainable development of the NGO sector as a whole.

(5) To increase the discretionary budget of JICA overseas offices in order to speed up the process of project approval

Although this aspect is not limited to NGO assistance programs, the changes would be facilitate assistance to NGOs, which would require a detailed action plan in order to improve project efficiency.

(6) To streamline the application process (reduce bureaucratic paperwork)

JICA local offices have spent a large amount of time and effort explaining the details of the Community Empowerment Program to host countries, as well as on the application process. This is partly a result of the vertical administrative system of the governments of developing countries.

In terms of JICA's technical cooperation, the Japanese government should, in advance, conclude a comprehensive technical assistance agreement with the governments of developing countries and make a framework of privilege, immunity and convenience which would be the prerequisites for the implementation of the cooperation in order to make the cooperation procedure more efficient.

Also, the paperwork of the grassroots grant aid program which the Japanese Embassies are in charge of implementing has been made simpler.

With these changes, agreements for technical assistance including the support for NGOs should also be promoted to meet a prerequisite to reduce the burden of paperwork for the Community Empowerment Program and NGO support program. Delegation of authority to JICA local offices would support this aim.

(7) To limit the role of JICA HQ as the coordinator and adviser of projects

The Japanese government must provide information on ODA policies to host countries and the JICA Headquarters must share their awareness of the issues with them. Also, JICA Headquarters should provide support and advice regarding project coordination and the

⁷⁾ OISCA: Japanese private aid organization founded in 1969 that aims at the promotion of programs which support industrial development in developing countries.

⁸⁾ AMDA: Japanese volunteer organization for international medical cooperation founded in 1984. It aims at medical assistance to people who are socially and economically disadvantaged due to war, natural disasters, poverty and so on and the improvement of their life.

Dispatch of Experts, as well as play a role in monitoring in order to prevent corruption. Prompt decision-making and action are required for the formulation and implementation of projects; however, it would be difficult to design more detailed projects at JICA headquarters since the local situation cannot be fully understood. If JICA headquarters continues to retain control, this might lead to the adverse effect of creating a dependent mentality of the overseas office on JICA headquarters. JICA headquarters should therefore remain in a ministrant position in order to strengthen the authority of heads of overseas offices.

(8) To establish forums in local areas that include intermediary organizations and network NGOs

- 1) Intermediary organizations should take charge of the implementation of projects suitable for local situations as well as the management and evaluation of funds

The United States, Canada and Sweden have documented many successes working through intermediary organizations, and thus the advantages of this approach have already been proved. The intermediary organizations were established under local offices, and they engaged in the management of projects carried out by local NGOs, and also supported human resource development and institution building. Intermediary organizations were often led by a team of NGOs from developed countries. This approach enabled detailed project management in the local context and reduced the burden on local donor offices. Therefore, local offices could focus efforts on the formulation of long-term policies.

- 2) Participation of Japanese NGOs and promising personnel of the host countries in intermediary organizations should be required.

JICA provided opportunities for mutual learning with NGOs and has been gradually strengthening the partnership with them. At the local level, regular

meetings between the Japanese embassy and Japanese NGOs were being held in Thailand, Cambodia and the Philippines. JICA should actively participate in these forums and promote the exchange of information and opinions.

- 3) Intermediary organizations provide a forum for exchanging information and communication between JICA and Japanese NGOs

Because Japanese NGOs often run small projects in remote places they are often "invisible". JICA is better known since its local offices are located in urban centers. JICA is accessible whereas the NGO offices are often difficult to reach. Therefore, if JICA established intermediary organizations representing both Japanese and local NGOs, communication with rural-based NGOs would be facilitated.

(9) To strengthen the partnership with the grassroots grant aid program and other measures that support NGOs and then promote integration in the long term.

As the NGO sector has gained attention recently, various subsidies and support systems for NGOs have been introduced. Despite this, NGOs find it difficult to access support due to the different criteria required and complicated application processes.

The major supportive measures and funds for NGOs which are well-known include The Subsidy for NGO Projects and Grassroots Grant Aid Program of the Ministry of Foreign Affairs; the Community Empowerment Program and Development Partnership Program with NGOs, and Local Governments and Institutes of JICA, which were introduced in 1996; the Postal Savings for International Voluntary Aid of the Ministry of Posts and Telecommunications; and the Japan Fund for Global Environment of the Japan Environment Corporation. In addition, there are many other programs of other governmental organizations, local authorities and private foundations. These support programs must be better integrated in the future.

(10) To involve experts, JOCV and senior volunteers in the programs to support NGOs with respect of NGOs' independency

- 1) To collect information of NGOs working in each activity area and region and have interactions with NGOs
- 2) To raise the participation of NGOs in programs

During the research in Cambodia, some experts visited the project sites of NGOs, rather than spend their days in the offices of the counterpart government. In exchanging their experience, they mentioned that they had new discoveries, which increased their understanding and motivation.



Mr. Wakisaka conducting an on-site interview

Visiting project sites will improve effectiveness in the long run. A unique characteristic of NGO projects compared with ODA was that persons concerned could more easily attain a sense of accomplishment because targeted areas and fields were more focused.

In this sense, it would be significant to promote cooperation and partnership with the projects of NGOs among relevant actors of ODA who were appointed by the Japanese government. Not only JOCVs and senior volunteers but also experts would be required to have such kind of interaction. Particularly, in Cambodia where the government might not function sufficiently, various actors could learn many lessons through these interactions.

However, one should be careful that local NGOs might become more mentality dependent as foreign actors strengthen their involvement, and then this might hinder the primary role of NGOs. Such a situation would also be true in the case of the governmental sector in Cambodia; it would be nonsense to shorten the arm of counterpart parties by intervening with good intentions. In recent years, many international organizations have been reducing the number of expatriate staff and have localized the positions at their offices and given a larger role to local NGOs. JICA should pay attention to the experience of these organizations.

(11) To enhance research on the methods of community development such as micro-credit

As mentioned above, research and discussions on various methods of community development had been actively carried out among donors and NGOs in developed countries. There are scores of practical themes, such as school construction through community participation, participatory evaluation, and of course micro-credit. Joint studies and research with NGOs should continue.

(12) To revise the concept and system concerning security

- 1) To enhance of conducting guidances on ways to avoid danger
- 2) To strengthen the system of gathering information in every region on a regular basis
- 3) To put a priority on judgement of local people when something happens.

It was realized through this evaluation study that there were very strict safety control systems in both Tokyo and local areas. It was considered to be necessary to make these systems more detailed in order to ensure the safety of relevant actors. However, these controls such as traveling to dangerous areas might hinder the formulation and implementation of

development projects. Particularly with regard to NGOs that work in the area of human security, humanitarian relief (food and medical) and de-mining, by nature their work must be carried out in such dangerous areas; therefore, JICA's policies regarding security should be revised.

(13) To reconsider the restructuring of organizational structure and allocation of personnel of JICA

As cooperation with Japanese NGOs as well as the support for local NGOs for promoting development cooperation at community level had started, a system for implementing more detailed cooperation became necessary for both headquarters and local offices of JICA. First, activities to support NGOs should be integrated with other JICA activities, and then tasks and the internal organization of JICA should be reformed and integrated.

Also, while the system to support NGOs, such as creating opportunities for exchanging views and joint learning and evaluation should be regularly reviewed at the same time, internal cross-sectional activities for awareness raising and learning would also be necessary for the enhancement of interaction with NGOs in every section of JICA's organization.

While paperwork for the NGO support should be cutback as much as possible, local staff would need to be increased as required.

Support for Transition to a Market Economy



Project Site Japan

1. Background and Objectives of Evaluation Survey

JICA implemented technical cooperation programs in the form of Japan-based training for Uzbekistan and Kazakhstan to help smooth the transition to a market economy. A third party evaluated the cooperation programs for their objectivity and transparency. The effect and impact of JICA's projects were analyzed comprehensively, which then lead to lessons and suggestions for improvement.

The evaluation team was lead by an editorial writer of the Sankei Shinbun, Keiko Chino, who visited many project sights as a journalist.

Training Course (From 28 November 1998-23 December 1998)

3. Members of Evaluation Team

Team Leader:

Keiko CHINO, Editorial Writer, Sankei Shinbun

Evaluation Planning:

Aiichiro YAMAMOTO, Deputy Managing Director, Office of Evaluation and Post Project Monitoring, JICA

Interpreter:

Toshio HORIUCHI, Japan International Cooperation Center

2. Evaluated Projects (Training Courses)

- **Macro Economics (Central Asia • Caucasus)**
(16 January 1998-7 February 1998, Country-focused Training Course)
- **Farm Produce Marketing (Central Asia)**
(20 August 1997-10 September 1997, Country-focused Training Course)
- **Environmental Administration (Central Asia)**
(9 March 1998-23 March 1998, Country-focused Training Course)
- **Business Management (Central Asia)**
(3 February 1999-12 March 1999, Country-focused Training Course)
- **Seminar on Regional Development (Central Asia)**
(28 February 1999-24 March 1999, Country-focused Training Course)
- **Development Finance**
(Central Asia and Caucasus) Country-focused

4. Period of Evaluation

23 June 1999-7 July 1999

5. Method of Evaluation

Interview were carried out for nine out of 157 ex-trainees from Uzbekistan and nine out of 149 ex-trainees from Kazakhstan, who participated in JICA's training held in JAPAN between 1993 and 1998 to support the transition to a market economy. In addition, interview for the leaders of the implementing organizations were conducted.

6. Results of Evaluation

(1) Introduction

At the end of June, we left Narita for the first destination, Tashkent, the capital of Uzbekistan, by way of Frankfurt. The route through Frankfurt was safer and more reliable than through Moscow, which was the

standard route.

The transport situation reflects the flow of people and goods. The availability of the above route shows that Central Asia was getting closer to Western countries, and not relying solely on the former Soviet Union countries as in the past era. At the same time, it was also true that the influence of Soviet Socialism, which had existed for 70 years, still remained. Democratization and market liberalization should have progressed in the conflict between these streams.

"What can be a detonator for the reform, then?" and "What is Japan's role in the reform process?" I considered these questions when I visited Uzbekistan and Kazakhstan for this third party evaluation.

We visited Tashkent, the capital, and Samrkand in Uzbekistan, then moved to Kazakhstan to visit Astana, the Capital, and Almaty. We mainly interviewed trainees who participated in the seminars on market economy held by JICA, but also counterparts in the government (especially counterparts in JICA's projects), Japanese project staff, and journalists in both countries. We report on Uzbekistan first, then present the report on Kazakhstan.

(2) Uzbekistan

1) Innovative approach to support the transition to a market economy

First, we interviewed Ghaniyev, the Minister of Foreign Economic Relations. He was also the representative of the Japan-Uzbekistan joint committee on the economy and one of the ministers familiar with Japan. The minister strongly expressed the difficulty in shifting to a market economy smoothly in the short term, and mentioned "Kalimov" which is the five principles of reform.

The principles, named after the current president, Kalimov, were often mentioned not only by counterparts in government but also by former trainees. Although it sounded as if it were a kind of socialism slogan, it is worth listing the principles since they summarize the nation's current situation and desires completely.

- a) De-ideologicalization of economy
- b) Government-led reform (the government should carry out the reform by addressing the issues one-by-one in order of importance and according to the plan)
- c) The importance of legal preparation for the

reform.

- d) Social Protection (to prevent dropouts)
- e) Gradual transition to market economy

A prudent and cautious approach is the main theme in the above principles. As a matter of fact, the New Stand-by Agreement was not signed while Uzbekistan was still in negotiation with the IMF. Uzbekistan was trying to avoid a chaotic situation, such as that which happened in Russia.

It was believed that drastic reforms would cause societal instability. Though Uzbekistan was known as the most politically stable country among the five Central Asian countries, there was actually a car bomb incident in February 1999 and the related trial was in progress. The incident and the trial were rarely reported in the media. When I pressed the shutter of my camera in a part of the office of the president, guards rushed to me, demonstrating the sensitivity of authorities.

Meanwhile, Ms. Saidova, Head of International Analysis Department of Cabinet of Ministers, indicated the unemployment issue was important now and in the future.

He said, "the gap between the rich and the poor became larger since the country shifted to a market economy. While people can earn cash and beggars have disappeared from the cities, the situation became worse in rural areas. Though unemployment is not high according to official statistics, in actuality it is high in rural areas. We need to keep a 7 percent GDP growth rate to double national income in a decade. We need to invest for the future so that we can expect foreign direct investment to compensate for lack of funds. To attract foreign direct investment, legal preparation is indispensable."

Considering the situation, the projects implemented by Japan and JICA were much appreciated by the government counterparts.

Minister Ghaniyev said, "Japan cooperated with Uzbekistan by sharing its economic experience and strategies. It would be a great contribution for the reform of Uzbekistan if Japan could introduce to Uzbekistan its recovery process and experience after World War II.

The chief of the Department for Coordination of External Economic Activity of Cabinet of Ministers of Republic of Uzbekistan, Muhidov, who was the

focal point for JICA's projects, said: "Until four years ago, we had difficulty working with JICA since we were not familiar with JICA's cooperation schemes. As time passed, we became familiar and gained a mutual understanding with JICA. When we dispatch trainees to Japan, we select those who are younger and more passionate about learning new things. We expect a greater number of trainees will be accepted and more programs will be implemented in the future. As the major aim to improve the economy is to increase exports, we need staff who have a knowledge of marketing. We anticipate that courses for marketing will be held."

From the viewpoint of mutual understanding, the chief Muhidov mainly appreciated the fact that a local JICA office, which is the first JICA office in Central Asia, opened in Tashkent in March 1999. He said the opening of the office brought Japan and Uzbekistan closer. The office was welcomed by former trainees and journalists, as well. It seemed they felt that through JICA, Japan had become closer. One journalist believes that JICA's office can be a catalyst for improving the relationship between Japan and Uzbekistan.

Another interesting point made by interviewees in various positions was that Japan and Uzbekistan have many things in common.

The chief Saidova said: "The mentality of our people is similar to that of East Asia. We respect our elders, take pride in our history and love our culture. So do the Japanese."

The chief Muhidov said: "Historically, Central Asia has had connections with Japan. The cultural exchange through the Silk Road brought Central Asia and Japan closer. Although we dispatch many staff as trainees to Germany, France and other EU countries, we would prefer to send our staff to Japan for the same type of training." Then he added: "In Uzbekistan, more and more people are interested in studying Japanese."

Ms. Nashiba Bakhromovna, one of the former trainees, commented: "After visiting Japan, I was impressed that Japan is quite similar to Uzbekistan. That is why Uzbekistan has to make an effort to catch up with Japan. The president says we have to learn from Japan's experience. However, we need some time to catch up. It is similar to a child needing time to stand after he is born."

Mr. Sirojh Azizov, another trainee, said: "Though the people of Uzbekistan are Muslim, our mentality is similar to Japanese in the sense that both of us respect our elders and we are conscious of the group or community that we belong to. In Uzbekistan, we belong to a local community, which is a mutual-reliant group called Mahalla. In addition, Uzbekistani are diligent and not so aggressive, similar to Japanese."

A Journalist interviewed said: "Japan's experience is quite important for Uzbekistan. Both peoples are hard workers and our livelihoods have been based on agriculture. Farmers can't be lazy. At the beginning when our country gained independence from the Soviet Union, we regarded Turkey as a model. However, we found the country inappropriate as a model considering the differences in our educational and scientific capacities. Neither can China be a model since our reform is not the same as their socialism-market economy. Therefore, we feel we can learn more from the experience of the four Asian tigers (Singapore, Taiwan, Hong Kong and Korea), which learned from Japan's experience. Some call Uzbekistan 'the tiger of Central Asia', comparing the country with the four Asian tigers."

In some ways, their beliefs seemed biased and lacking understanding. But they showed their familiarity with Japan, while the Japanese are not so familiar with Uzbekistan.

2) National Academy for Social construction (as a center for education and training)

One of JICA's major projects in Uzbekistan is the Pivotal Support for Important Policies, which is training for promoting the transition to a market economy. The center for the project is the National Academy for Social Construction, built in Tashkent in May 1999 for retraining public servant executives. While Central Asian countries became independent due to the dissolution of the Soviet Union, regular members of the old regime remained in the administration and their activities remained nearly the same even after socialism ended. This fact was an obstacle to reform.

The academy established a new department in 1998, International Relations and External-Economy, adding to the two previous departments, National Social Construction and Market Economy. Participants of the courses held various positions such as deputy mayor, bureau chief, deputy manager of state government, directors of private companies, and leaders of social

organizations. Their ages ranged from 25 to 35 years old. Principally, their positions were ensured while they attended the courses, and they returned to their offices after the training.

Many of the trainees already participated in intensive courses at this academy before coming to Japan. Some of the trainees were from the academy. We wondered how meaningful the training in Japan was for staff of the academy, which was established as a leading organization for the economy of Uzbekistan. The following are comments made by academy staff who participated in the training course in Japan.

Mr. Nabiev, Dean of Market Economy Department, National Academy of Social Construction said: "It was profitable to engage in discussions with some leaders from JICA. The training program was well designed, containing many subjects, and its schedule was neatly planned. I was also impressed with the fact that Japanese people understand their role and take responsibility to play that role.

Mr. Gafurov, Rector's Assistant of National Academy of Social Construction said: "I'm interested in the lifetime employment system. The position of staff should be rotated every two or three years. It takes time for each staff to become a capable manager in the system."

Mr. Ergashev, Dean of National Academy of Social Construction, said: "I was impressed with people's loyalty and responsibility to their job of which I feel Uzbekistani are short on. I admired the fact that Japanese grow accustomed to and are proud of their culture when I found a variety of people, including families with their children, in the national museum. Based on this experience in Japan, I could manage to improve the program of the Academy, adding a study course on the culture of Uzbekistan."

We interviewed Ms. Tomoe Tamiya, a long-term expert of JICA who worked as a coordinator to manage courses in the Academy. "At first it was difficult for participants even to come to class on time. Now, they have become more independent", she said, remembering the ways in which the students had grown. "Elderly people are accustomed to a planned economy. Their future is dependent on the younger generation. It may take one or two generations until the reform is completed. Uzbekistan has been independent for only 10 years. Results will be achieved someday," she said with expectation.



Interview for ex-trainees

The training and education of people are the base for the construction of a nation, and time-consuming work. They are not like the construction of infrastructure which does not require long-term effort. It is often difficult to see progress, which can be irritating. Experts require patience and a long-term vision. It was impressive that there were a number of women like Ms. Tamiya in JICA's projects and that they grasped the reality of looking at the long-term.

3) Interviews with former trainees

We interviewed individual former trainees, in Tashkent and Samarkand. We summarized the issues raised by the interviewees in the following five topics.

a) The propagation of Japan's economy

The trainees had strong impressions about Japan from their short stays. In many cases, they shared their knowledge and impressions with their colleagues after the training. President Kalimov also recommended this sharing. Ms. Nashiba Bakhromovna, a judge in Samarkand, said: "I keep studying the language, culture and history of Japan, in my office with my colleague." Colleagues who became interested in Japan following the training also attended the interview.

Mr. Ulugbek Yusupov, who participated in the Country focused Training course "Transport" for Central Asia, said that he introduced his experience in Japan when he traveled to other areas in Uzbekistan on business.

"When I was asked what Uzbekistan could learn from Japan at the end of the training course I answered 'the lifestyle of Japan'. The impression I got in Japan was much stronger than that I got in Europe and East Asia. Japanese are so diligent that Japan is a

wealthy country. We need to learn from Japan's experience as we are independent."

Many members wrote about their experience in Japan in newspapers and magazines. Mr. Abay Kalavaev, Chief of the Department of Ecology, National Air Uzbekistan Company, who participated in the course "environmental management in airports", twice wrote about his experience in a technical journal of aviation, particularly about his observations of the Narita, Haneda and Kansai airports, and the activities of the Ministry of Environment, including garbage incineration and recycle techniques, and machines utilized for the purification of water and air conditioning. The articles had a big impact since the magazine was distributed to airports throughout the country.

In Uzbekistan, ecological awareness was still lacking in official places such as airports, while a computer system had only recently been introduced. We recognized that the training in Japan was a great opportunity for Mr. Abay Kalavaev to enhance his own consciousness as a professional.

b) The introduction of Japan's experience

Trainees were not only disseminating their experiences in Japan, but also trying to utilize them. Mr. Guzel Khakimova, training manager of Market Skills Development Training, was making a new program for his course, by applying the knowledge he gained in the course "management operation". Mr. Ulugbek Yusupov adopted a Japanese style writing test for employing drivers in his organization, Corporation Uzavtrans Board of Road Traffic Safety. Ms. Nashiba Bakhromovna, strongly impressed with the training of workers in Matsushita Electronics,

said: "Training motivates workers. I would introduce that type of training system if I were authorized to do so." However, there were some cases where such aspirations were unsuccessful due to the different conditions.

c) The difficulty of introducing a market economy

It appeared that trainees realized again the difficulty to introduce a market economy after they returned home. Mr. Guzel Khakimova said: "First we must motivate people to change their minds, which are stuck on old ideas. But, this is actually the most difficult task."

Mr. Sobir Ravshanov who participated in "the seminar on regional development", pointed out the issue of people's psychology, saying: "Many small and medium scale enterprises emerged at one time after the dissolution of the Soviet Union, then disappeared one by one over time. Despite the fact that they had been given favorable treatment, entrepreneurship was not yet a part of their mindset."

However, he continued: "As Japan endured a difficult time after World War II, Uzbekistan will also have to endure a hard time. We hope that in the future we can tell our descendants the history of struggle in which we contributed to the construction of the country."

d) The importance of program balancing both theory and practice

The duration of training courses ranged from two weeks to one month. Most of the interviewees said the duration was too short. A more important point raised by interviewees was that the program should be well balanced with theory and practice. Some of the training programs were short on academic classes, instead offering many field trips, while others contained too many classes. The training programs should be well balanced with both academic classes and field practice related to trainees' actual jobs. This would ensure that all trainees are content with the course.

e) The value of exchanging information with neighboring countries in Central Asia

Ms. Lola Vakhidova who participated in the course "macro economy" said: "It was meaningful that the participants of the course were recruited from neighboring countries, because we could exchange information among our colleagues from other countries in Central Asia. We had not had this



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opportunity after independence and the dissolution of the Soviet Union." Former trainees from Kazakhstan had an interesting discussion on this topic as well, which we introduce in a later part of this report.

(3) Kazakhstan

We traveled to Almaty, the capital of Kazakhstan, from Tashkent by air.

Kazakhstan had shifted to a market economy through cooperation from the World Bank and the IMF. This process is often referred to as "Big Bang Reform" compared to a gradual shift such as Uzbekistan's. As soon as we arrived at the airport, we recognized the difference between the two countries. Along the road from the airport to the city, we found many showrooms and signs displaying the names of European, American or Korean companies. Along the main street of the city were many famous European designer stores.

1) Interview with the president of the National TV company

The national TV company "Habar" and its president symbolize Kazakhstan's current situation. She is considered the only person who can give frank advice to Kazakhstan president Nazarbayev as she is his eldest daughter. The president was criticized for his dictatorship of development by Europe and the U.S. The interview with her gave us an insight into the characteristics of Kazakhstan's approach regarding the transition to a market economy.

In Kazakhstan, TV media was also caught up in the stream of the market economy. In addition to the national TV company, there are seven or eight private TV companies and 46 local TV stations, all of which emerged after the dissolution of the Soviet Union. "Habar" continued 15 hours of TV broadcasting a day since it was established in 1995, and started 18 hours of radio broadcasting in 1997. According to the president, the company needed to consider advertisements and sponsors, as it also depended partly on private funds.

She said: "The market of Kazakhstan is small while many TV stations are competing. As a result advertising became more competitive. It is difficult for some TV companies to stay profitable. I anticipate that the government will intervene in the near future, considering that it is hard for private companies to compete with public companies. Though it may sound conservative, we cannot avoid competition in a market economy and we need to be more exposed to the

hardship of competition. In contrast with the era of the Soviet Union, currently it is recognized that competition results in more development. We should be more afraid of monopolistic tendencies than competition."

The language issue was also troublesome in terms of producing TV programs in the national language. After independence, it was required to produce TV programs in the national language instead of Russian. TV companies faced the difficulty of finding suitable staff. It is urgent to train specialists and journalists who can produce TV programs in the national language.

"I'm considering to establish a training center in Habar, which was previously located in Moscow or Leningrad(now called Sankt Pterburg. I don't mind if the trained staff are subsequently hired by other TV companies. Currently, we are preparing for the start of a school in 2001. I have many other ambitions. I wish I had the financial capacity to address these tasks at a more rapid pace.

The president, only 36 years old, showed her passion to survive in a competitive market and seemed to be energetic, though it may be true she was endowed with her father's power to some extent.

2) The change of capitals

The capital of Kazakhstan moved from Almaty to central A kumora (now called Astana) following the presidential edict in September 1995. Government staff started to move at the end of 1996. According to Japan's embassy in Kazakhstan, the reason for the move was that Almaty was near the border with China and there was some trouble with Russians people in the Northern area.

Almaty, the socialist-era capital, is a city located in a plateau area where we could see the Altay mountains reaching to the Tian Shan mountains. In contrast, Astana is a new city located at the frontier of a plain, where many government office buildings had been constructed one after another. Accommodations for staff and their families were also under construction here and there. However, it seemed impossible for all government workers and buildings to move at once under the command of the president. On the first flight on Monday morning, when we moved from Almaty to Astana, we found businessmen who appeared to leave for the destination without family. Many embassies including the embassies of Japan and the U.S. still remained in Almaty.

This move of the capital had an impact not only on

the politics, economy and society of Kazakhstan but also on JICA's activity, to some extent. I shall discuss this further later in this report.

As I already mentioned, JICA opened "the first office in Central Asia" in Uzbekistan, which then enhanced Uzbekistani's familiarity to Japan. Contrarily, this fact may be disappointing and a source of discontent for Kazakhstan since they have a strong sense of rivalry with Uzbekistan. Nevertheless, trainees, government staff and journalists did not imply such discontent in our interviews with them. Meanwhile, in the interviews, we were impressed with their confidence in their future as a resourceful wealthy country and their questioning of why the investment from Japan was not as active as that from other countries.

JICA dispatched an adviser for ODA coordination, Mr. Tomikazu Inagaki of the Agency of Strategy and Planning Reform to the Office of the President. From the base of this agency, which corresponds to the former Agency of Economic Planning in Japan, many donors, including Japan, the EU, Germany, the U.S., France, the World Bank and the IMF, worked to promote economic reform and the transition to a market economy.

When we were in the elevator of the building of that agency, located in the center of the city amid many government offices, a man in the elevator suddenly asked if we were going to see Mr. Inagaki. We were surprised that he could recognize us as Japanese and mentioned Mr. Inagaki immediately, which indicated that JICA's activity was getting popular and familiar in the agency.

In the Cabinet of Ministers, Mr. Eiichi Watanabe, who had been a Macroeconomic Policy Advisor, was the only foreign adviser. On the other hand, many foreign advisers were dispatched to the agency in Kazakhstan, which is similar to the above-mentioned Cabinet of Ministers from donor countries as if they were competing with each other. When we visited the agency, a seminar was being held with representatives from donor agencies and international organizations such as JICA, Germany and the World Bank. They were assembling for the first time to discuss aid programs for Kazakhstan. This was partly for donor coordination to utilize aid efficiently.

3) Interview with Mr. Sarsenbayev Vice-Head of the Agency of Strategy and Planning Reform.

At first, we planned to interview the head of the

Agency of Strategy and Planning Reform to ask his opinion about JICA and Japan's contribution holistically. However, on the day of interview, he had been suddenly called by the president who had returned from an international conference in Salzburg, and had not yet returned. According to the staff of the agency, this happened often since the president directed and supervised national administration.

Thus, we changed our plan from an interview with the head to the meeting with Mr. Sarsenbayev. Some of the staff, who were former trainees of JICA's training course, also attended the meeting. They seemed to be in their twenties.

Mr. Sarsenbayev appeared to be fully aware of JICA's training course. But he mainly discussed the Long-term Development Strategy of Kazakhstan up to 2030 in the interview. "Achievements by trainees were marvelous. I observed the work of the staff who were trainees. I'm excited to have such young members who are endowed with a macro economic view. They also learned the reform and history of Japan after the war, and knew that Japan endured many difficulties. Although I did not meet the trainees at the other ministries or agencies, I'm sure they achieved certain outputs as well."

"I wish we could send more trainees. But I know it is restricted by the limited budget. Every country needs to curtail its expenditure. Therefore, we make efforts to share the experiences of trainees with all areas of Kazakhstan, for example by means of organizing similar courses to teach what they learned in Japan."

One of the young attendants in the meeting, who was a staff in charge of the aid for the external economy, introduced herself by saying she was responsible for the effect of the courses in Kazakhstan. Another female staff introduced herself in Japanese, which showed part of the achievements of JICA's training course.

While Mr. Sarsenbayev showed his satisfaction with the achievements of the training course, he also explained his anxieties as follows:

"Trainees have become key persons in their offices since returning from Japan. Many organizations plan to hire them and private companies offer them higher salaries. We must keep reminding them of the importance of our mission, saying repeatedly that we have to attain our mission and certain achievements in economic reform in the Long-term Development

Strategy up to 2030. However, I understand their priority is with regard to their personal life."

Such recruitment by private companies shows the extent to which a market economy has penetrated Kazakhstan. Nevertheless, there is cause for concern if competent staff are extracted from government, which in turn reduces the value of JICA's training program.

Mr. Sarsenbayev continued: "We proposed to private companies to have joint seminars with us. We do not hide our anxiety about the enticement by private companies. It would rather be appreciated if it resulted in an increase in demand for human resources. We established a special department for examining the achievements of the trainees, and provide open seminars under the initiative of the trainees. We are ready to explain how to conduct training. If JICA changes the way it conducts training, for example, we can tell it to those who concern immediately through this department."

4) Discussion meeting

We interviewed former trainees in the form of a discussion meeting in Kazakhstan. We also interviewed members individually who could not attend the meeting. Individual interviews are an effective way to extract personal opinions while group interviews are an effective way to ask the opinion of each interviewee on a certain issue. If we had time, it would have been best to interview all the trainees both individually and in a group.

We selected three important points from the discussion meeting, for the improvement of JICA's activities.

First is the way to select trainees from among candidates. We happened to interview Ms Zharkynbaev who was engaged in the selection of trainees. She was a staff member of the Office of Management and Budget of the National Bank, who participated in the course "Finance". When she was sent to the course as a trainee in 1995, she was in charge of the selection of trainees for JICA's course as well as coordination of donor aid as a member of the Department of Strategy and Development in the Ministry of Finance. She chose some members from the candidates selected by the ministries and governmental agencies. She herself was also sent to a training course as the course would contribute to her ability to perform her job.

Ms. Zharkynbaev compared several training courses held by donor countries, as follows.



Interview for the then Deputy Prime Minister, Mr. Tokaev

"Courses by USAID are not so intensive, but contain some lectures. Thus, trainees organize their own personal study plan. On the other hand, the courses by JICA are quite intensive, but the full program schedule is appreciated. In addition, The Russian interpreters used for the courses are excellent. The courses by KOICA are held in English, so the trainees for those courses are limited to English speakers."

After the above explanation, she raised four points for selecting trainees, which were as follows; 1) criteria adopted by respective ministries and agencies, 2) leadership, 3) youthfulness, 4) criteria adopted by JICA. Language ability did not seem to be considered for the selection. When we asked which was prioritized as a criterion, leadership or language ability, she immediately answered that language ability was the last criterion.

Other attendants indicated, "There are not many members who can speak English among experienced members. Meanwhile, young members are not experienced though they can speak English. As a consequence, we can find more competent members among Russian speakers."

Since Kazakhstan and other Central Asian countries had belonged to the Soviet Union, the Russian language is still dominant in these areas. Though English will be more important as an international language in the future, it seemed judicious not to take English speaking ability into consideration when selecting trainees at the moment. Therefore, JICA needed to make arrangements to provide Russian interpreters.

The second issue is whether the training courses should be held respectively for each country. Ms. Olga Timofeyeva, who participated in "Macro Economy", said: "So far, Central Asia has been treated as a group in

JICA's courses. However, the courses should be held respectively for each country, now that the gap between each country is widening in terms of the degree of market economy. In addition, each country has taken a different route to realize a market economy.

In the meeting, they raised several different opinions about this issue. "Training for Central Asian countries as a group or individually to each country, both have advantages and disadvantages. Trainees can exchange information and Japan can confirm the ties among countries, in the former type of training course. But individual training courses are also necessary. I suggest to invite experts from many fields such as economics, geology, petrochemistry, mine development and ecology. We can be more knowledgeable regarding the situation of Kazakhstan. Whether we can continue to have training courses for Central Asia as a group depends on how the situations facing each country are different."

Both sides of the argument were convincing. We were also impressed with their ideals regarding the future of Central Asia. Will Central Asia form a group such as ASEAN, or rather form a union such as the EU? Japan's future relationship with this area will help determine Central Asia's direction.

"This is to some extent a philosophically difficult question. Since we were under the control of the Soviet Union for many years, we felt united. Also, Russian is our common language. Although gaps and conflicts exist among countries at the macro economic level, we are still united compared with other areas in the world. Another option for us is to be united such as ASEAN," said Mr.T. Koszhanov who belonged to the National Board of Trustees, and participated in the course "Macro economics".

The third issue is the organizing of an alumni meeting of the former trainees.

The organizing of an alumni group was suggested by former trainees who live in Almaty. One of the members who suggested this is Ms. Sholpan Baimoldina, the chief editor of a TV and Radio company. She said: "I'm making a list of the trainees who participated in the courses in Japan. I would like it if the trainees could exchange their experiences and extend what they learned to all the areas of Kazakhstan. We broadcasted a program taken in Japan on TV, and it was well received. I have found that many people are interested in Japan."

Unlike Uzbekistan, Kazakhstan does not have a JICA office. Therefore, an alumni meeting would allow trainees to keep in contact with JICA. Trainees were eager to have alumni meetings, and some said they should have an inaugural meeting, whatever happens.

This plan, however, was hindered because it became difficult for trainees to keep in contact with one another since some remained in Almaty while others moved to Astana with the move of the capital.

Nevertheless, It appeared that the former trainees did not give up the idea to organize alumni meetings.

7. Recommendations

This third party evaluation was conducted five years after the end of the cooperation. Frankly speaking, compared to the building of infrastructure such as hospitals, bridges and roads, it is difficult to evaluate this type of cooperation, which has abstractive goals such as a market economy, since the outputs or achievements of the assistance are not clearly evident. However, as this type of cooperation will be more important in the future, we should not be impatient when judging impacts.

All the interviewees expressed appreciation for JICA's cooperation, even though we expected we would hear criticisms or requests. We regretted that we were unable to get more candid feedback. We hope JICA will continue to improve their projects paying attention to the situation of Kazakhstan without simply easily accepting their appreciation. Even so, the appreciation from the interviewees seemed not to be simply diplomatic compliments, but sincere praise. Both Uzbekistan and Kazakhstan, appreciated JICA's cooperation and hoped it would be extended and continued. It is Japan's responsibility how to respond to their expectations.

Based on the above impressions, we proposed the following five recommendations for future cooperation for both countries:

(1) Systematic approach to transmit trainees' experience in Japan.

As we have already reported, the former trainees were strongly impressed with Japan, and had fond memories: "It was just like a dream for trainees to see the real Japan," the chief, Saidova said. This comment symbolizes their admiration of and attachment to Japan.

They were surprised with things that are common in Japan. For example, Japanese are punctual and kind about

giving directions to strangers. It is true that we found advantages and disadvantages of our country more clearly when we were out of Japan.

It was gratifying that they understood and were interested in Japan, and furthermore showed partiality to Japan. It would not be an exaggeration to say that ODA achieved half of its purpose simply due to the above rapture. If their positive "Japan experience", which was heard in the interviews unanimously, could be transmitted more systematically, its impact would be more ensured.

The trainees' experience and knowledge would be introduced in various stories such as "the problems in Meiji restoration", "difficulty of modernization", "achievements in the Edo era" and "aid for disaster relief", in addition to "Japan's reconstruction after the war" which was often mentioned by the trainees.

It was distinct, especially in Uzbekistan, that their respect and admiration of Japan was the other side of their own pride in the ancient history and tradition of their countries. Both countries were still influenced by communism, although they were repelled by and cautious to Russia. We may be able to take advantage of this repulsion and pride to promote the construction of new countries.

(2) Learning materials should be produced in the trainees native language

Ms. Nasiva Vafokulova, a former trainee from Uzbekistan, required documents on Japanese law for public servants for the training course. She was given documents written in Japanese, which were useless to her. She said: "If documents in Russian were not available, I should be given the English version."

In Uzbekistan, 20 percent of the civil servants would be cut by presidential order. Ms. Nasiva Vafokulova said that she was planning to present a recommendation to the national assembly on how to curtail the order and protect their rights, based on Japanese law. In Uzbekistan, it is permitted for people who are not a member of the assembly to submit a bill under certain conditions. Therefore, she planned to utilize her knowledge and experience she gained from the training course by means of submitting a bill.

In order to respond to the need for learning materials in the trainees' language, textbooks on basic information of Japan related to the topics discussed in the above section (the constitution, criminal law, history, geography, and recent topics, for example, nursing insurance law



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should be prepared in several languages. If it is difficult to prepare textbooks in several languages, at least an English version should be prepared since English is essentially the international language. These textbooks can be used to train people from countries other than those in Central Asia.

Trainees also requested to be given learning materials before the course started so that they could prepare for the course. We expect JICA can implement this recommendation readily.

The chief Muhidov who belonged to the Conference of Ministerial level indicated that Uzbekistan was short of appropriate learning materials while it laid stress on training of human resources. Since 1998, they had planned to develop textbooks with the cooperation of the Asian Development Bank. JICA can also participate in this cooperation.

(3) The study of Central Asia

Japanese are not familiar with Central Asia in general. This is actually the most impressive remark during the stay in Uzbekistan and Kazakhstan. I myself keenly felt I did not know either country very well at all even though I read some information on the countries before leaving Japan. However, I could not find any detailed information on the differences between the two countries and their unique characteristics. Also, up-to-date information on the two countries was difficult to obtain, although the history of Central Asia, including the Silk Road, was available.

While we were writing this report, we received the news that some coal-mining engineers, dispatched to Kyrgyz, by JICA, were kidnapped by an armed group. It was unfortunate that this area, which is surrounded by

steep mountains, received negative press due to this incident. The whole incident and media coverage highlighted the limited connection between Japan and this area.

In July 1997, then Prime Minister, Ryutaro Hashimoto made a speech on foreign policy to the Japan Association of Corporate Executives. He focused on "Policies for the Eurasian Continent", and mentioned that the Silk Road Area including Central Asia was in the frontier of Japan's foreign policy. Emphasizing the importance of the region, the former Prime Minister suggested the following three directions: 1) dialogue at the political level to strengthen mutual understanding and trust, 2) cooperation for economic development and resources development which would contribute to the prosperity of the region, and 3) cooperation for peace in the region by means of disarmament, democratization, and stabilization.

In the "middle-term policy for ODA" launched in August 1999, it is stressed that Japan needs to support the stabilization of the region, strengthening the Policy for Silk Road Region, considering the geographical importance of the region and from the viewpoint of ensuring energy and resources.

It should serve the best interests of Japan to continue support to the area by means of ODA, prioritizing Uzbekistan, Kazakhstan and other Central Asian countries. Therefore, we suggest that Japan take immediate measures to carry out serious research on the area, including society, history and religion, and the training of researchers. The establishment of a think tank or a research institute would be desirable.

A specialist in Uzbekistan said: "So far, Uzbekistani have been cautious not to make their culture stand out in order to avoid being oppressed by the Soviet Union. Thus, Uzbekistan's tradition and customs were concealed under the 70 years of communism and now have appeared. Investigation of Uzbekistan's society and culture will start from now on."

As Mr.T.Koszhanov said, Central Asian countries have had conflicts with each other while at the same time they have been united in some aspects. Although JICA's cooperation is provided to individual countries, it is indispensable to consider the complicated situation as mentioned above and observe the region from a holistic point of view.

(4) Network of former trainees

As we already mentioned, the trainees were planning

to have an alumni meeting. It had been hindered due to the move of the capital. We believe it is worth having that kind of meeting. Therefore, we suggest that JICA support them to realize their plan.

The famous Fulbright scholarship program has contributed to cultural exchange in the world. The late representative Fulbright established this program by appealing to the congress, when the nation was shocked by the dropping of atomic bombs on Hiroshima and Nagasaki. So far, more than 200,000 students and researchers from more than 150 countries have benefited from the program. Alumni meetings have been held by former scholarship students all over the world. In Japan, a foundation established for networking among the former scholarship students, has collected donations for additional scholarships. Needless to say, the Fulbright program has contributed to the education of students and researchers throughout the world, and furthermore to improving the image of the United States.

Similarly, if the trainees of JICA's programs form a network, it would be quite significant for JICA and Japan.

A diplomat in Japan's embassy in Tashkent held a monthly party for local youth serving them foods such as curry and rice. Dozens of students, especially those who study Japanese, gathered at his house. He said: "I have great expectations of youth who are eager to widen their knowledge. In such an informal setting, diplomats can get in touch with the local atmosphere and receive up-to-date local information while the youth of Uzbekistan can get information about Japan. These activities enrich cultural exchange".

(5) Various criteria for the selection of trainees

We spent much time on the interviews, not only with the former trainees but also with journalists in both Uzbekistan and Kazakhstan. The journalists were not so familiar with or fond of Japan as the trainees as a matter of course. However, the interviews with them gave us insight into the degree to which people were interested in and understand JICA's activities in general. They also had a more objective stance, unlike government officers, to judge their countries' efforts regarding introducing a market economy.

Journalists had not been the target of the training courses. We suggest that the selection of participants should be more flexible so that journalists could be included in the targets. Journalism can also play a great role in the transition to a market economy. The targets had

also better be extended to the private sector. Elder members should also be given the chance to participate in the training courses although youth should be the main target for the future.

We interviewed a former trainee, Nurmukhamad Akhmedov, president of a mining company in Samarkand, Uzbekistan. He said the course he took contained people from Malaysia and Indonesia and people representing a wide range of ages.

He said: "I did not match well with the younger members of the group, partly due to my position. I was required to take lectures in the course which were not in my interest (business in mining industry) and unnecessary in my work.

We felt he evaluated the course negatively saying that the course program did not match his work, at first. He seemed to experience difficulties as a manager for his company since he was originally a mining engineer. However, he concluded our long interview with the following words.

"It is beneficial to meet new people wherever we may go and in whatever situation we may be. It was fortunate for me to meet young members and get to know their work. I met a Japanese who was in the same line of business as mine. I still keep in touch with him by mail. I appreciate my Japanese friends for receiving me in the training course. I hope Uzbekistan will catch up with Japan one day."

After all, the effectiveness of the training is dependent on trainees themselves. Nevertheless, Japan as the supporting side also has a great responsibility to motivate them. We should be reminded of the words in "The Diary of the President of Rwanda Central Bank (Rwanda CHUO GINKO SOUSAI NIKKI)" written by Masaya Hattori, "The most essential factor for the development of developing countries is human resources, while it can also be the biggest obstacle."