

# Chapter 3 Enhancement of International/Regional Partnership

## Evaluation by Third Party: Thematic Evaluation on South-South Cooperation

### 1 Outline of Evaluation Study

#### (1) Background and Objectives

JICA defines South-South Cooperation (SSC) as “mutual cooperation aimed at fostering self-sustaining development that involves deepening relationships among developing countries, while implementing technical and economic cooperation,” and has been promoting it by means of various schemes. Specifically, programs such as Third-country Training Program (TCTP) in which an implementing country is selected as a core of SSC on the basis of the results of JICA technical cooperation projects and the country accepts the training participants from other developing countries (recipient countries) and Third-country Expert Dispatch (TCED), which sends experts to the recipient countries, are being implemented.

However, the recent expansion of scope and diversion of forms of SSC assistance require understanding of current status and clarification of future operational and systematic issues of SSC accordingly.

Thematic Evaluation on South-South Cooperation was thus conducted in order to examine various measures to support SSC more effectively and efficiently.

#### (2) Evaluation Study Period and Team

##### 1) Evaluation Study Period

From August 2005 to March 2006 (Field studies were conducted in Asia from August 21, 2005 to September 9, 2005, in Latin America from August 28, 2005 to September 16, 2005, and in Africa from September 4, 2005 to September 23, 2005.)

##### 2) Evaluation Study Team

This evaluation was commissioned to Kaihatsu Management Consulting, Inc., to be conducted as an evaluation by a third party. The progress of the evaluation study was supervised by the Office of Evaluation of the JICA Planning and Evaluation department. Evaluation policies and results were shared and exchanged as necessary in an Evaluation Study Committee consisting of related personnel including JICA’s Issue-specific Task Force on

SSC set up by JICA.

#### (3) Scope of Evaluation

Major SSC implementing countries (Thailand, Indonesia, Mexico, Chile, and Kenya) and recipient countries (Laos, Cambodia, El Salvador, and Uganda) were selected from Asia, Latin America, and Africa as targets of case study analysis. The projects to be analyzed as case studies in this evaluation study were extracted based on the regional characteristics and evaluation focus.

In addition to the above-mentioned nine countries, questionnaire surveys were conducted subjecting the agencies in charge of international cooperation (ACIC) in recipient and implementing countries as well as JICA overseas offices in order to complement the field studies. Questionnaire surveys were conducted in the countries where JICA offices are in place.

This evaluation study deals with intra-regional SSC activities, and not inter-regional (e.g. Asia-Africa cooperation) activities are not directly targeted in this evaluation study.

**Table 3-13** Countries Subject to Case Study

Target Area	Implementing Country	Recipient Country
Asia	Thailand, Indonesia (ASEAN office)	Cambodia, Laos
Latin America	Chile, Mexico (reference)	El Salvador
Africa	Kenya	Uganda

### 2 Framework of the Study

#### (1) Evaluation Questions

According to the above-mentioned objectives, the following study questions were set.

- How have SSC support activities been positioned and implemented among the implementing and recipient countries?
- What kind of effects has JICA’s support for SSC brought to the development of the implementing and recipient countries?
- What kind of improvement measures are required to achieve more effective and efficient support for SSC\* from strategic, systematic, and operational aspects?

\* The objectives of SSC are stated as “Efficiency and Increase in Impact to End-Recipient Countries through Assistance Connection and Resources Utilization with New Emerging Donor Countries” and “Support for New Emerging Donor Countries to Become Donors” (JICA “Thematic Guidelines: South-South Cooperation” January 2005).

## (2) Evaluation Methods

Based on the questions above, the following analysis was conducted. The analysis framework is largely divided into case study analysis and questionnaire surveys.

### 1) Case Study Analysis

As case study analysis, field surveys were conducted in the selected target countries. Information on implementing structure and projects of SSC assistance was collected through document study, site visits, and interviews. The collected information was examined and analyzed from the following perspectives.

#### a. Cooperation Schemes

JICA's support for SSC comes in many forms, which were briefly divided into the following four types for the purpose of the analysis.

- Third-country Training Program for Group (TCTPG)

The program in which a developing country (implementing country) with the support of JICA accepts training participants from another developing countries (recipient countries) to transfer and promote development experiences, knowledge, and techniques. Group training is conducted by bringing together personnel engaged in the subject field from neighboring developing countries. It is the popular case for JICA to implement TCTP through the intermediation of an implementing organization in the specific developing country to which the assistance program was provided by JICA in the past.

- Contract-based Third-country Training Program (TCTP)

TCTP refers to procurement in the forms of training that are sourced from a third country but not from Japan directly. This type of input is conducted when it is required due to the lack of direct sourcing from Japan, or it is assumed to be more appropriate when it is sourced from the concerned neighboring countries. It is the general case for JICA to implement this program to the counterpart as part of the JICA technical cooperation project implemented in the recipient country.

- Third-country Expert Dispatch (TCED)

With the support of JICA, the experts from a developing country (implementing country) are dispatched to transfer and promote development experiences, knowledge, and techniques to the other developing country (recipient country). These experts are dispatched when the knowledge and techniques of the implementing country as assistants are deemed necessary for more effective technical cooperation (support type), or when their knowledge and techniques are especially effective for the expansion of the results (expansion type).

- Others

There are other various types of SSC schemes tailored to regional characteristics. For example, in Asia, the JICA-ASEAN Regional Cooperation Meeting (JARCOM) is established as a matchmaking mechanism between the implementing countries and the recipient countries. In Latin America, "mini-projects" are conducted, in which the implementing countries and Japan jointly support the recipient country. These are promoted simul-

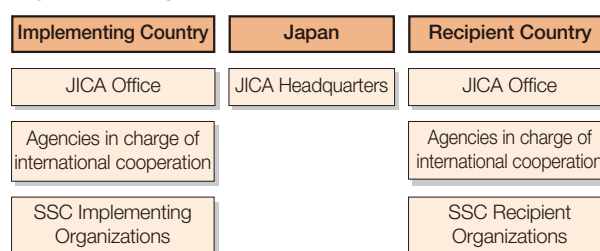
taneously with the framework of technical cooperation focusing on the capacity development of newly emerging donor countries.

#### b. SSC Project Positioning and Involvement Degree of Concerned Organizations

SSC involves at least three countries: the implementing country, the recipient country, and Japan. Naturally there are more stakeholders than in conventional bilateral cooperation (see Figure 3-7).

By interviewing these various stakeholders of target countries, the case study analysis as shown in the following section attempts to clarify how the roles played in each SSC project are located in their policies, strategies, planning activities, and general positioning.

**Figure 3-7** Organizations Involved in the SSC Implementation



#### c. Effects

The effects of the JICA SSC support activities are considered to be structured along the following three different levels of capacity development of concerned persons or institutions: (1) the individuals participating in training or individuals receiving technical transfer from an expert (individual level); (2) organizations dispatching training participants or organizations hosting experts (organizational level); and (3) beyond organizations (national and societal level). This study analyzes which particular levels of the effects of said SSC projects are found, as well as the specific factors in question. The criteria under consideration are treated in Table 3-14.

#### d. Promoting and Impeding Factors for Effects and Future Issues

The promoting and impeding factors that are deemed to exert an influence on the SSC project outcomes were clarified. Based on those factors found, the issues pertaining to SSC promotion were extracted by region for a more effective and efficient application of JICA SSC support activities in the near future.

## 2) Questionnaire Survey

For complementing the results obtained from the case studies and understanding the overall trend in a more balanced way, the following questions were studied through the questionnaire survey. The survey targeted JICA offices and ACICs in implementing and recipient countries.

- SSC positioning and strategy
- Collection and utilization of information of SSC results
- Involvement in planning and implementation of TCTPG
- SSC follow-up and outcomes understanding

The analysis aimed at defining common features and differ-

**Table 3-14** Outcome Classification

Contribution and Effect Levels	Contribution and Effect Contents
Individual	Improvement of technical or other specialized knowledge of individuals by receiving training programs or the guidance of experts
Organization	Changes in organizations, such as recipient bodies, implementing bodies, and agencies in charge of international cooperation (ACICs), directly related to SSC support projects. These changes, based on contributions and effects obtained at the individual level, include improvement of knowledge and skills in the organization and transformation of organizational structure and systems.
National and society	Changes brought by contributions and effects obtained at the organizational level and expanded outside of the organization in question directly involved. These changes include those found in country policy, strategy, and system, as well as people's beliefs and culture.

ences pertaining to current situations, outcomes and issues through a comparison approach between implementing countries and recipient countries as well as among regions, extracting and examining a constant trend and its factors.

### 3 Evaluation Results

#### (1) Case Study

##### 1) Asia (Recipient Country: Thailand; Implementing Countries: Cambodia and Laos)

##### a. SSC Project Positioning and Involvement Degree of Concerned Organizations

Based on the results of the questionnaire survey, it became clear that the positioning of and relationship with the support activities for SSC vary for the TCTPG and the contract-based TCTP.

In TCTPG, the implementing organizations utilize their technology and experience to support TCTPG with the assistance of the JICA office of the implementing country and the responsible agencies in the implementing country. In many cases, Japan regards TCTPG as a means to expand the outcomes of Japanese technical assistance to the neighboring countries while the responsible agencies in the implementing country regard it as part of the national aid policy. The implementing organizations take the projects as opportunities for internationalization and for promoting overseas business. Since TCTPG is conducted at the request of the implementing country to Japan, it tends to be conducted in the assistance frameworks of Japan and the implementing country. Therefore, the recipient organizations tend to respond in a passive manner, and cases were found where organizational strategies, such as how to utilize the training opportunities in the future, are not clear. Also, from the perspective of the national-level strategies of how to expand the outcomes of the SSC activities, the involvement of the responsible organizations and JICA office in the recipient country tends to be insufficient.

On the other hand, contract-based TCTP, which is conducted as part of technical cooperation projects at the request of the recipient countries, is characteristically a cooperation activity initiated by the recipient countries. In this form of assistance, JICA offices of the recipient countries are greatly involved in concluding contracts with the implementing organizations of the implementing countries. Therefore, while flexible application of SSC corresponding to the needs of the recipient countries is possible,

the involvement of the agencies charged in the international cooperation in the implementing countries tends to be limited.

In the case of TCED, conducted as part of the technical cooperation projects at the request of the recipient countries, it is similar to the above-mentioned contract-based program and can offer support corresponding to the needs with the involvement of concerned organizations in the recipient countries.

In order to balance the involvement of concerned organizations of both sides in the SSC support that characteristically involves many parties, the JICA-ASEAN Regional Cooperation Meeting (JARCOM) was established in Asia. JARCOM is expected to reflect the development need of participating countries to the cooperation activities by offering an opportunity for all concerned organizations and JICA in implementing and recipient countries to meet and discuss the project formulation process and can be regarded as a mechanism to formulate more effective SSC projects through careful matching of the resources of implementing countries with the needs of recipient countries. Through JARCOM, the involvement of recipient organizations of SSC, which was limited in the TCTPG, has increased.

##### b. Effects of Support for SSC

The training implementing organizations targeted in the study independently make efforts to enhance the training curriculum and improve textbooks, etc., and have sufficient skills as the cooperation implementing organization. These organizations take TCTP as opportunities for development, such as internationalization. However, many training courses merely transfer general knowledge to training participants instead of being operated for the purpose of solving issues specific to the recipient countries. The implementing organizations did not consider the enhancement of organizational capacity and knowledge through the follow-ups provided in the recipient countries as their responsibility.

Under such situations on the implementing side, especially in TCTPG where strategic involvement of concerned organizations in recipient countries is limited in the dispatch of training participants, the effects of training were largely limited to individual levels. In other words, the dispatching organizations of training participants are not able to conduct tactical selection and the dispatch of training participants when implementing organizations recruit them. In some cases, they did not even consider the training opportunities to enhance organizational capacity in the first place, so the expansion of effects beyond the individual was limited.

On the other hand, in contract-based TCTP where the

involvement is spontaneous and there is a clear vision on the part of concerned organizations on the recipient side in training participation, there are many cases where the effects of training appear at the organizational levels. Reasons for such advantages are that the training implementing organization can easily recognize the specific issues and needs of recipient countries, and that pre- and post-training support can be provided through the technical cooperation projects, implemented in the recipient countries.

TCED, when it is positioned as part of the technical cooperation projects in recipient countries, was as highly effective as contract-based TCTP. For TCED, it was pointed out to be important whether or not there was organizational support from the dispatch agencies.

Thus, purpose and degree of involvement vary, especially in recipient countries in Asia for different forms of assistance, and therefore the effects appear differently depending on how much recognition of the cooperation effects is shared

JARCOM is expected to facilitate between implementing and recipient organizations for concept sharing, however because it was established only recently, the evaluation of specific effects could not be conducted.

### c. Promoting and Impeding Factors for Effects and Future Issues

#### ■ Promoting Factors

First, one of the factors that promote the effects of SSC in Asia is the existence of implementing organizations as the leading education organizations. The implementing organizations studied are high-level educational institutes and training institutes. Those organizations, place themselves as the leading educational institutes in their respective disciplines in the countries and have sufficient levels of technology to independently implement SSC. The second promoting factor is clear understanding of outcomes at recipient organizations. Clear purposes and the spontaneous involvement of recipient organizations in dispatching training participants determine whether or not the effects will reach beyond the individual level. Achievement tends to be attained when implementing organizations appropriately understood the objectives of recipient organizations. The reasons are considered to be that consideration is given by implementing organizations in the training contents to reflect the objectives and needs of recipient countries, as in the cases of contract-based TCTP. Therefore, communication between implementing and recipient organizations is also a factor to facilitate effects. In the case of TCED, clear strategic positioning of SSC in the implementing organizations as the expert dispatch agencies and providing organizational support became important factors in implementing effective cooperation. Lastly, the common or similar language constitutes one of the important elements of realizing the outcomes. When SSC is provided as contract-based TCTP or through TCED, if a common or similar language was used between implementing

and recipient countries, efficient and effective supports can be provided not only in training but also in producing the texts. This promoting factor was especially apparent in the cooperation between Thailand and Laos in Asia.

#### ■ Impeding Factors

Many of the impeding factors were found in those related to the implementation of TCTPG in Asia. First, as the TCTPG is usually promoted in the framework of implementing countries, the recipient organizations tend to be passive, thus it is difficult to send training participants in a strategic and planned manner. Also, in many cases, concerned organizations in recipient countries, including JICA office and ACIC, did not clearly position the existing training as a tool to resolve the development issues at the national level, which limited the realization of outcomes. Such ambiguous positioning of support for SSC showed that the JICA office of the recipient country rarely obtains and accumulates information about which counterpart organizations dispatched what kind of staff and to what TCTPG. Furthermore, different from contract-based TCTP, TCTPG faces a lack of communication between implementing and training organizations. Training participants were basically selected through diplomatic channels so that the degree of freedom that the training implementing organizations enjoyed was greatly limited. Such a communication gap was an impeding factor for sharing objectives between the concerned organizations at many stages of cooperation, including the selection of appropriate training participants.

The need for establishing an equal partnership with JICA is also pointed out as an issue by ACICs. For example, Japan and Thailand concluded the Partnership Program (PP)\*, under which both countries implement support for SSC to other developing countries. However, in reality, its actual modalities do not necessarily reflect the direction that Thailand hopes for, as observed in the facts that an official request for joint projects should be submitted by the Thai side, and the Japanese intention is strongly reflected in TCTPG.

## 2) Latin America (Implementing Countries: Chile and Mexico; Recipient Country: El Salvador)

### a. Positioning of SSC at Concerned Organizations

In Latin America, where the countries share common languages and cultural backgrounds, and where regional cooperation and economic integration is advancing, there is a movement to develop cooperation for resolving issues common to the region. SSC has been noted as a means to promote such a development in the region and the motivation for the SSC is quite high. On the Japanese side, support for SSC in the region has been also actively promoted with the view that it is very important for realizing the effective and efficient utilization of aid resources.

Under such conditions, not only TCTPG and contract-based TCTP, but also TCED, each concerned organization of the recip-

\* Framework for a developing country that became a donor country and Japan to implement assistance to other neighboring developing countries jointly, including cost sharing, as equal partners

ient countries (JICA office, ACICs, and recipient organizations) positions them in line with its own strategies and is proactively involved in them with clear objectives. However, in TCTPG, the involvement of the implementing side tends to be comparatively strong, as is the case in Asia.

In Chile, the implementing country studied, cooperation focusing on capacity development as emerging donor countries (assistance for developing countries to become donors) is implemented as a technical cooperation project. In line with this framework, the new cooperation schemes of SSC, such as mini-projects and broad regional seminars were conducted. In SSC as part of the support for the country to become a donor, not only the ACICs and implementing organizations of implementing countries who are naturally proactively involved in the projects, but also the main players of the assistance excluding ACICs of recipient countries were proactively involved, especially in the case of mini-projects where most related parties were involved in the implementation of projects as compared with the other SSC support schemes.

#### b. Effects of Support for SSC

In Latin America, recipient organizations dispatching training participants were proactively involved in TCTPG as well as in other programs. They select trainees based on the individual action plans, in a specific training program, selected the training participants, and obligated the training participants to submit the reports after returning, thus regularly feeding back the knowledge and techniques acquired through training to the organizations. Although it is not easy to evaluate the degree of contribution of each training to the capacity development of organizations concerned, in assuming that a series of systems work well, it can be concluded that participation in training could contribute to the effects at the organizational level beyond the individual level.

In some cases of contract-based TCTP and TCED, the programs not only contributed to the enhancement of organizational knowledge but also to the improvement of working effectiveness to solve issues specific to recipient countries such as the construction and improvement of a laboratory utilizing the training contents acquired. In this assistance scheme, effects reached beyond the organizational level, a situation that was similar to the cases in Asia.

In the mini-projects positioned to help the ex-recipient country become a donor, enhancement of operational and management skills in aid projects of the ACICs in implementing countries was observed in planning and monitor evaluations of the projects. In addition to the effect of capacity development as a donor that appears on the implementing country side, cases were observed where specific outcomes for the solution of issues were found, for example, in a dairy farm subject to the mini-project, which received the technical transfer, improvement in such aspects as milk production and animal hygiene was clearly observed.

#### c. Promoting and Impeding Factors for Effects

##### ■ Promoting Factors

The sharing of language, culture, social backgrounds, and

geographical conditions was an important promoting factor observed in Latin America. In particular, many similar opinions said that being able to communicate with one another in a common language contributed to effective and efficient technical transfer and follow-up. In Latin America, in the course of economic integration like the MERCOSUR, issues related to the enhancement of economic levels of low- to medium income countries are being tackled. In the movement for regional integration, SSC is widely recognized as a means for resolving regional issues. This is demonstrated in many SSC projects incorporating regional specific issues where expansion of outcomes was observed at the regional level. The clear objectives of implementation of SSC led to the establishment of systems for promoting SSC in the region as a whole, such as regular annual seminars. In the seminars, implementing countries make efforts to understand the needs of recipient countries so that needs and resources were relatively well matched. Most implementing organizations have high qualities for capacity of organizational management, technology, and knowledge, and have a technical level high enough to provide a prescription suitable to the development level of the recipient countries as they implement many technical cooperation projects, apart from support for SSC, held in the country as well as within the region. Recipient organizations also make efforts to expand cooperation effects to the organizational level beyond the individual level, such as the case where they decide on the dispatch of training participants in light of organizational policies and establish a feedback system from individuals to organizations.

##### ■ Impeding Factors

All supporting projects for SSC and their implementing organizations studied here attained certain achievements, and no factors impeding the outcomes were found. However, in the form of assistance for developing countries to become donors that need to pursue two objectives, namely, the capacity developments of both implementing and recipient countries, issues for consideration are indicated as being the difference in acknowledgement regarding the positioning of support projects for SSC and the cost sharing for the implementation of SSC projects among implementing organizations.

### 3) Africa (Implementing Country: Kenya; Recipient Country: Uganda)

#### a. Positioning of SSC at Concerned Organizations

In Africa, where development is relatively delayed to this day aid and financial resources are limited even in implementing countries, and the past acceptance of aid tends to determine technical superiority in the region. Therefore, SSC in this region features a horizontal relationship where each implementing organization carries out various projects utilizing its superiority in a specific area, as opposed to a perpendicular relationship in which a relatively developed implementing country conducts projects for recipient countries. For example, Uganda, which was subject to



this study, was not only the recipient country of SSC but also the implementing country providing SSC to its neighboring countries with assistance from several donors, including JICA. Therefore, donors tend to initiate SSC and the strategic involvement of organizations in implementing and recipient countries at the national level was limited.

Under such situations, many TCTPG were conducted as part of the activities of respective technical cooperation projects that JICA promoted in implementing countries. Therefore, concerned organizations in implementing countries, including JICA offices, tended to acknowledge TCTPG as a means for inputting projects, and in that sense the positioning of SSC was clear. On the other hand, although recipient organizations take training opportunities as a means for human resources development, their involvement in project formulation was not intense and limited to the application to training in a passive manner. The strategic involvement of concerned organizations, including JICA offices, in recipient countries is generally limited and understanding of aid acceptance status was insufficient. However, in some of those recipient countries of TCTPG where technical cooperation projects in similar areas were implemented with a similar time frame, the recipient organizations clearly positioned the program as a means to achieve the specific objectives of the projects.

Only limited cases of contract-based TCTP and Third-country Experts were studied here, but technical cooperation projects were implemented in recipient countries in each case. Therefore, recipient organizations were also actively involved in the program to reflect their needs on the SSC contents to achieve the objectives.

#### **b. Effects of Support for SSC**

In TCTPG, it was confirmed that most participants fully understood the training contents, and effects at the individual level were evident, such as the fact that new knowledge and technology was acquired. However, the impacts at the organizational level vary by case. In the recipient organizations, where a systematic utilization of training outcomes was not fully acknowledged and a system to share the outcomes in the organization was not established, the utilization of training outcomes did not spread beyond the individual levels. On the other hand, some cases



Training participants from neighboring countries in a third-country training program held in Kenya

where the outcomes reached the organizational levels were observed in which the recipient organizations utilized the outcomes of TCTPG so as to expand their organizational activity realm after returning from the training and formed a specific plan to solve the issues pertaining to their countries. Such expansion of outcomes beyond the individual level was evident when another JICA project in a similar area was implemented in recipient organizations or in the case of JICA projects not being implemented, when an organizational system was established.

What was seen clearly in Africa was that the implementing organizations of TCTPG were aware of the effects at the organizational level. In an implementing institute with limited opportunities to conduct training courses, third-country training provides a golden opportunity for enhancing their own capacity of training implementation. In addition, several implementing organizations said that by absorbing various cases and experiences through discussions with training participants from several African countries, the capacity development of individual lectures was achieved. As effects observed at the organizational level, there is the enhanced distinction of implementing organizations and increased orders of other training activities.

Although only limited cases were studied, the effects were expected to reach the organizational level in the countries where technical cooperation projects are implemented

#### **c. Promoting and Impeding Factors for Effects**

##### **■ Promoting Factors**

As with the cases of Latin America, some aspects in common, such as language, culture, environment, and history, contribute to the achievement of training outcomes. Especially in sub-Saharan Africa, the countries have much in common in terms of the culture, history, and natural conditions thus the same background is shared between training participants and lecturers. It was confirmed that these conditions helped spread the experience actively and effectively among the trainees and lecturers. Ex-ante needs survey in recipient countries, the evaluation by training participants, the follow-up survey after training, and then the reflection of results on the training contents all contributed to the better understanding of participants and the utilization in the recipient organizations. In addition, similar to the cases involving contract-based TCTP when technical cooperation projects are in progress, the sense of ownership was raised, especially in the recipient organizations, for cooperation by bearing part of the project costs. In this case, the more active involvement of recipient organizations was attained in reflecting their needs at the time of project formulation and activities to achieve their objectives at the time of project implementation. Furthermore, the advantages of the contract-based TCTP, holding a short timeframe from formulation to implementation, also contributed to the facilitation of project process. Lastly, in the case that the recipient organizations transmit and promote the knowledge and technology obtained by SSC to the outside, the recipient side tends to have a system for such work and thus the effects of support for SSC tended to be disseminated beyond the individual level.

### Impeding Factors

When the facilities/equipment used by implementing and recipient organizations are different, the technology and knowledge learned at the training could not be utilized, which impeded the full realization of effects. Special attention needs to be paid when the implementing organizations of training are superior to other organizations in terms of facilities/equipment. Also, as a fundamental fact, when the training contents do not meet the needs of recipient countries, it is hard for the training outcomes to generate the effects at the society and organizational levels. Insufficient understanding of the needs of a recipient country, no feedback of training participants in course evaluations, and inflexibility to the needs of participants limited the outcomes of cooperation.

## (2) Questionnaire Survey

This survey was conducted with JICA offices and the ACICs in recipient countries, as well as with implementing countries.

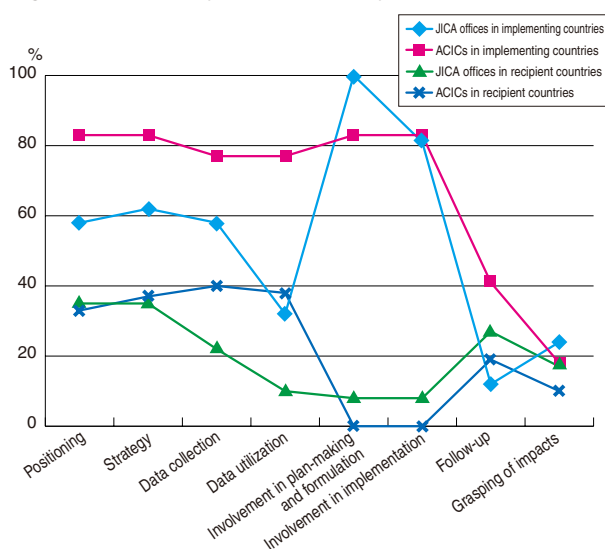
### 1) SSC Positioning and Strategy

SSC policies were evaluated based on the following judgment criteria: the inclusion of support for SSC activities in JICA's Country Program and the existence of concrete development plans for the ACICs. In addition, based on the criteria for both JICA offices and the ACICs, the existence of a concrete strategy to commit to SSC and SSC strategies were evaluated.

As a result, it was observed that SSC implementing parties generally recognize SSC as a means of providing development assistance. Many JICA offices hold SSC as a strategically "effective aid scheme to spread transferred technologies to neighboring countries" (Figure 3-8).

In contrast many JICA offices in recipient countries do not recognize SSC as a measure of input in planning their activities.

**Figure 3-8** Ratio by Item for Each Type of Studied Bodies



**(Note)**

Axis of ordinates: ratio in the total number of JICA offices or the ACICs which have replied.

Axis of abscissas: study item

Some offices responded that SSC has no clear status in their Country Programs. Others pointed out that they are nowhere near the point of planning a strategy for SSC as they have only become aware of allocation in group training when they receive an application form for the training. Many of the ACICs in recipient countries positioned SSC, especially TCTPG, as a means of developing human resources in their own country in the form of "updating the knowledge and technical skills of staff members," an idea that is not usually clearly recognized as part of development plans.

### 2) Collection and Utilization of Information of SSC Results

In this section, whether or not individual bodies properly understand the actual situation of SSC was clarified. In general, a strong interest in cooperation activities leads to the active gathering and accumulation of information and its objective-oriented utilization.

The survey revealed that the JICA offices and ACICs in implementing countries are eager to gather information as implementation bodies of aid activities. On the other hand, the offices in recipient countries seldom gather information. The reason for their inability is the difficulty to access and obtain information as referred to in typical statements such as "we are not involved in the procedure relating to the dispatch of training participants to TCTPG after the encouragement of application" and "information on the names and number of training participants actually participating in courses is not forwarded by the liaison office in some cases" (Figure 3-8).

As for the utilization of information by JICA offices, the purpose is often to use the compiled information as material in policy talks and at other meetings with the government of the recipient country. The ACICs in recipient countries utilize information for the purpose of "reporting to personnel authorities" or "reporting at a related meeting/conference" and the number of cases where information is gathered in conjunction with development efforts was small.

### 3) Involvement in Planning and Implementation of TCTPG

Although most JICA offices and the ACICs in implementing countries are involved in the planning and formulation of TCTPG, only a very limited number of JICA offices and the ACICs in recipient countries were involved. The same tendency was observed in the implementation of TCTPG (from Figure 3-9 to Figure 3-12).

The background of these results shows that TCTPG starts with the involvement of the JICA office in the country where this training takes place. There are some cases where JICA offices in implementing countries actively planned the projects using the project formulation study scheme and other relevant schemes. There are also cases where the liaison office in an implementing country jointly plans projects with JICA as part of the country development policy. In Africa, it is pointed out that support by Japanese counterparts (experts and JICA office) is required for the

commencement of a new project.

In contrast, JICA offices and the ACICs in recipient countries are not very much involved in either the planning or implementation of TCTPG. As mentioned above, the general situation of JICA offices is that “they currently become aware of allocation to a training course when sent the application requirements,” thus illustrating the inevitable passive stance of recipient countries.

#### 4) SSC Follow-up and Outcomes Understanding

For both JICA offices and the ACICs in implementing countries, as well as for the recipient countries, the involvement in follow-up activities for SSC is low. Understanding of the outcomes of SSC is also low (Figure 3-8).

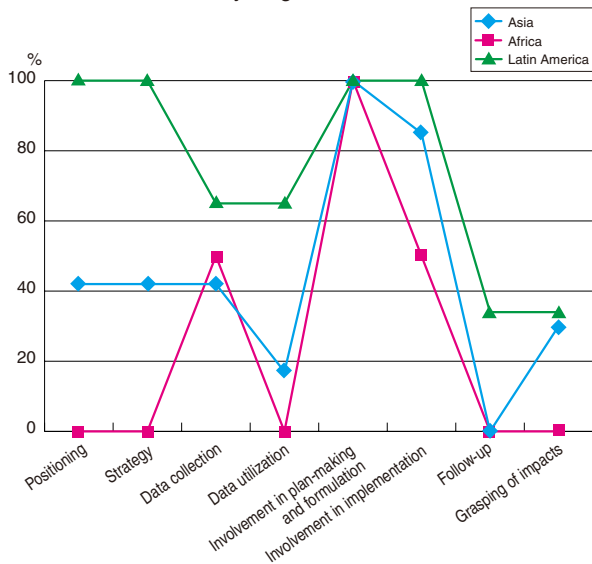
As an example of follow-up, some of the JICA offices in implementing countries dispatch a study team to recipient coun-

tries and conduct a fact-finding study on ex-trainees. However, the existing follow-up activities remain at the level of individual persons. No follow-up activity is reported, even the capacity building of an organization receiving an expert and/or training. In the recipient countries, follow-up activities include submission of reports and interviews. Many ACICs simply replied that no special follow-up activities are conducted. In regard to understanding of the outcomes, related parties refer to joint evaluation with the JICA office as an opportunity to understand the outcomes.

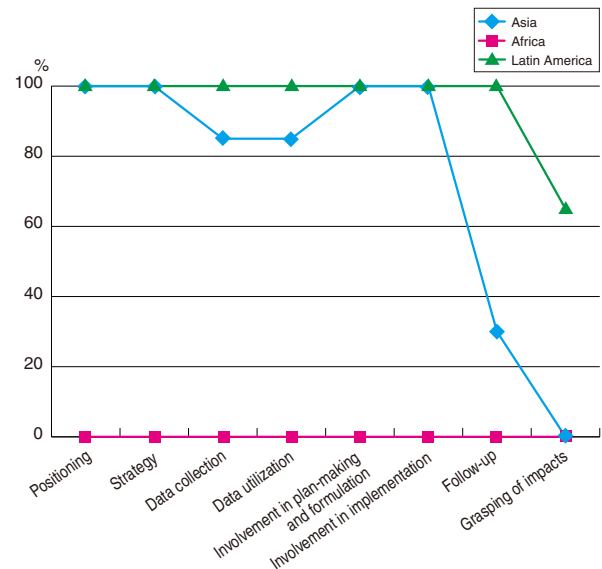
#### 5) Regional Characteristics

The questionnaire survey revealed that SSC, especially TCTPG, is principally an implementing country-oriented activity. As a general trend, there is a huge gap in the degree of commitment between implementing and recipient countries. At the same

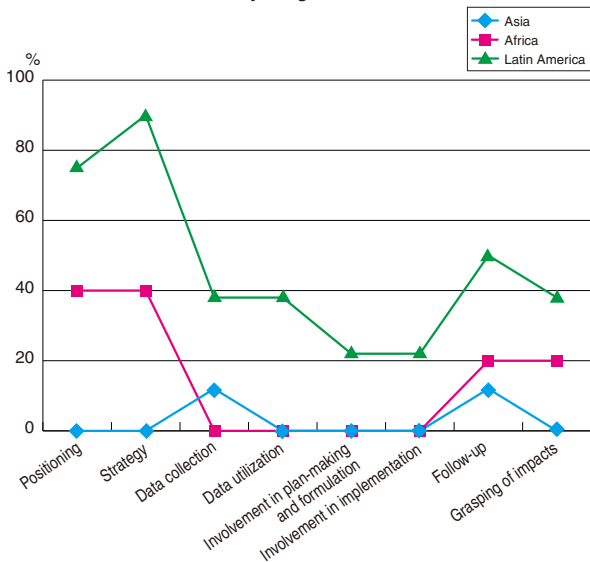
**Figure 3-9** Ratio by Item for JICA Offices in Implementing Countries by Region



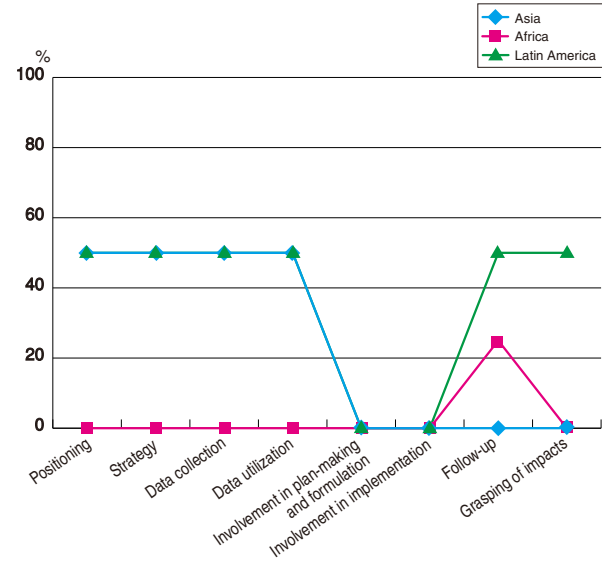
**Figure 3-10** Ratio by Item for ACICs in Implementing Countries by Region



**Figure 3-11** Ratio by Item for JICA Offices in Recipient Countries by Region



**Figure 3-12** Ratio by Item for ACICs in Recipient Countries by Region





time, regional characteristics were observed as follows.

In Asia, where many TCTPGs are implemented, SSC is basically implemented within the framework set by the implementing country. The involvement of the recipient country is small and the general level of awareness of SSC as a means of development is low. In Latin America, where Japanese assistance input cannot be expected as much as in Asia, both the implementing countries and recipient countries have a high level of awareness of SSC and appear to maintain sufficient communication. Recipient countries in this region, especially, positioned SSC as a means of development. In Africa, the actual situation of SSC is that it is implemented within JICA's aid framework rather than that of the implementing countries. The involvement of the ACICs in both implementing and recipient countries is small in this region (Figure 3-9 to Figure 3-12).

### (3) Conclusions

Based on the results of the case study analysis and questionnaire survey mentioned above, the current status of SSC (types of activities, positioning, and effects) and the promoting and impeding factors affecting the realization of outcomes are summarized by region in Table 3-15 and Table 3-16, respectively.

## 4 Recommendations

The recommendations drawn from the analysis can be summarized as follows.

### (1) Relationship with Recipient Countries

As for the relationship with recipient countries, JICA needs to enhance the support for SSC based on recipient countries.

Since the recipient countries are the ones that aim to attain the outcomes of cooperation in the end, formulation and implementation of projects that reflect the needs of the recipient countries and their actual situations need to be promoted. Clear identification of those needs and actual situations (as project and program input factors for the purpose of solving issues of recipient countries) in the development strategies of the recipient countries at the time of project formulation is required. Flexible and timely responses to the needs of the recipient countries in project operation are also required.

Especially with regards to TCTPG, it is important to shift the conventional project formulation and implementation that focused on implementing countries to ones that focus more on recipient countries so that training contents appropriately reflect the needs of them and the training participant dispatch organizations can systematically and organizationally utilize the training opportunities.

**Table 3-15** Current Implementation Status of SSC by Region (Types of Support Activities, Positioning and Effects)

	Types of Support Activities	Positioning	Effects
Asia	1. TCTPG 2. Contract-based TCTP 3. TCED 4. JARCOM	1. While positioning in the concerned organizations of implementing countries is clear, positioning in the concerned organizations of recipient countries is unclear. 2. Although positioning in recipient countries is clear, involvement of the ACICs in particular in implementing countries is small. 3. Positioning in the recipient countries is clear. 4. Positioning in the concerned organizations of both implementing and recipient countries is clear.	1. Effects are limited at the organizational level as they do not expand beyond the acquiring of knowledge and techniques at the individual level in recipient organizations. 2. Effects reached the organizational level beyond the individual level in recipient organizations. 3. Same as above. 4. Effects are greatly expected.
Latin America	1. TCTPG 2. Contract-based TCTP 3. TCED 4. Mini-projects and broad regional seminars as part of support for developing countries to become donors	1. Involvement of implementing countries is relatively large and positioning in the concerned organizations in recipient countries is clear. 2. Positioning in the recipient countries is clear. 3. Same as above. 4. All concerned organizations excluding the ACICs in the recipient countries are proactively involved under a clear positioning of the projects.	1. Effects beyond the individual level in the recipient organizations (such as organizational knowledge improvement) were observed. 2. In some cases, effects reached not only the organizational level in the recipient organizations but also the societal level. 3. Same as above. 4. In addition to the effects at the societal level in the recipient countries, organizational capabilities of ACICs in the implementing countries were enhanced.
Africa	1. TCTPG (mainly implemented at the same time with the technical cooperation projects for the implementing organizations) 2. Contract-based TCTP 3. TCED	1. Clear positioning in the concerned organizations in the implementing countries (especially the aspect of JICA-initiated projects is strong.) Positioning of concerned organizations in the recipient countries is generally weak except for the cases where related projects are implemented. 2. Positioning in the recipient countries is clear. 3. Same as above.	1. Capability was enhanced at the individual level in the recipient organizations but the effects at the organizational level only became evident when the projects were clearly positioned. In the implementing organizations, the projects as part of the technical cooperation projects contributed to the enhancement of capabilities at the organizational level. 2. Effects at the organizational level are anticipated. 3. Same as above.

**Table 3-16 Promoting and Impeding Factors by Region**

	Promoting Factors	Impeding Factors
Asia	<ul style="list-style-type: none"> <li>• Implementing organizations which function as leading educational institution</li> <li>• Recipient organizations clearly recognizing the effects of SSC</li> <li>• Smooth communication between the implementing and the recipient organizations</li> <li>• Strategic positioning of SSC in the implementing organizations (TCED)</li> <li>• Common language among the implementing and the recipient countries</li> </ul>	<ul style="list-style-type: none"> <li>• Difficulty in planned and organizational dispatch of TCTPG training participants by the recipient organizations</li> <li>• Unclear positioning of the projects at the national level in the recipient countries</li> <li>• Communication gap between the implementing and the recipient organizations</li> <li>• Lack of equal partnership between the implementing countries and Japan</li> </ul>
Latin America	<ul style="list-style-type: none"> <li>• Similarities in language, culture, social background and environment between the implementing and the recipient countries</li> <li>• Clear positioning of SSC at the regional level</li> <li>• Matched needs of recipient countries and resources of the implementing countries</li> <li>• Implementing organizations of high quality in organizational management and technologies</li> <li>• Clear organizational strategies in the recipient organizations and establishment of a system to expand the outcomes</li> </ul>	<ul style="list-style-type: none"> <li>• No special notes</li> </ul>
Africa	<ul style="list-style-type: none"> <li>• Similarities in language, culture, social background and environment between the implementing and the recipient countries</li> <li>• Understanding the needs of training participants in the implementing organizations and activities to reflect the needs on the training contents</li> <li>• Cost sharing by recipient organizations</li> <li>• Implementation of related projects in the recipient organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Gap of facilities/equipment used in the implementing organizations and the recipient organizations</li> <li>• Inappropriate cooperation contents that do not reflect the needs of the recipient countries</li> </ul>

In order to promote the outcomes in the recipient countries, a system should be established so as to provide continuous support after the completion of the cooperation (follow-up) as necessary.

## (2) Relationship with Implementing Countries

With implementing countries, JICA is required to enhance the partnerships with concerned organizations.

Considering the fact that these implementing countries are expected to become emerging donors, especially when promoting SSC jointly with these countries, it is necessary to fully discuss aid policies (priority cooperation fields, etc.) with ACICs and promote SSC as joint projects with regard to cooperation fields and policies that are found to be consistent with those of Japan. The cases of SSC projects that are jointly promoted by Japan and implementing countries need to be based on a more equal partnership.

Implementing organizations that have established leading roles in their fields can provide effective resources for SSC. For the expansion of the SSC resources, it is necessary to promote collection and sharing of information that enhances the network regarding these resources which are not only those that accepted Japanese aid in the past but also other high-quality implementing

organizations.

## (3) Involvement of the Relationships between Implementing and Recipient Countries

Considering the above, it is important for JICA to establish a mechanism and system to encourage the information exchange among concerned organizations so that the needs of recipient countries are matched well with the adequate resources of implementing countries. At the formulation and implementation of individual SSC projects, JICA needs to encourage communication between recipient and implementing organizations and secure smooth information sharing and coordination among concerned parties at each stage (e.g. needs study, establishment of training objectives, selection of training participants, selection of training contents, monitoring and evaluation, and follow-up).

JICA is required to promote the accumulation and sharing of various information further related to the implementation of support for SSC (e.g. actual results of SSC projects, lists of participants to TCTP, cooperation outcomes, needs, and resources) and establish a more stable system for continuous improvement of SSC.