

**JAPAN INTERNATIONAL COOPERATION AGENCY**

**EVALUATION BY THIRD PARTY  
THEMATIC EVALUATION ON  
SOUTH-SOUTH COOPERATION**

**FINAL REPORT**

**MARCH 2006**

**KAIHATSU MANAGEMENT CONSULTING, INC.**

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This report is prepared based on the findings of the Study Team. The views expressed in the report are those of the members of the Study Team and do not necessarily reflect those of JICA.

## Preface

Japan International Cooperation Agency (JICA) facilitates participation of third parties to its evaluation activities in order to enhance not only objectivity and transparency but also quality of evaluation by utilizing their expertise. In particular, some of program-level evaluations including thematic evaluations are entrusted to Third Parties such as universities and private consulting firms. Thematic Evaluation on “South-South Cooperation” is one of those third-party evaluations since evaluation from wider perspectives and neutral standpoint was anticipated.

JICA defines South-South Cooperation as “mutual cooperation aimed at fostering self-sustaining development, involving deepening relations among developing countries while conducting technical and economic cooperation.” We have announced a policy to support and promote South-South Cooperation as an effective tool for Capacity Development of developing countries as it leads to expansion of donor resources and facilitation of regional cooperation.

Under these circumstances, this thematic evaluation was conducted in order to find out measures to support South-South Cooperation more effectively. It focuses on JICA’s assistance to South-South Cooperation such as Third Country Training and Third Country Expert Programs, and analyses them from the following perspectives: “how have those programs been placed under the policy and strategy of each stakeholder, i.e., an implementing country, a recipient country and Japan?” and “what effects have been achieved both in the implementing and recipient countries?” We hope to utilize the results of this evaluation survey in order to formulate and implement future projects for supporting South-south Cooperation more effectively and efficiently.

In addition, JICA has introduced “Secondary Evaluation by External Experts”, that is, meta-evaluation by an external expert who is knowledgeable about targeted issues or evaluation methods. The result of the secondary evaluation is also inserted in this final report. I am most grateful to Dr. Akio Hosono, Ambassador of Japan to the Republic of El Salvador, and Dr. Hiromitsu Muta, Dean of Graduate School of Decision Science & Technology at Tokyo Institute of Technology, who graciously undertook the secondary evaluation upon our request.

Finally, I would like to express my sincere gratitude to the pertinent people who kindly provided cooperation and assistance to this evaluation survey.

March, 2006  
Seiji Kojima  
Vice President  
Japan International Cooperation Agency

March 2006

Mr. Seiji KOJIMA  
Vice President  
Japan International Cooperation Agency

## **Letter of Transmittal**

Dear Sir,

We are pleased to submit herewith the Final Report of Thematic Evaluation on South-South Cooperation. South-South Cooperation (SSC) is defined as “mutual cooperation among developing countries toward their autonomous development in strengthening their mutual collaboration and conducting technical and economic cooperation”, and your Agency has been supporting such SSC; for example, in combining the development cooperation of Japan with the resources of developing countries. The objectives of this study are to clarify the outcomes regarding such Support for SSC of your Agency, and to obtain the practical lessons for assisting effective and efficient implementation of future cooperation.

This study, in recognition that Japan has so far conducted the Support for SSC by means of various schemes, takes the following as its basic principles: (i) to include the Support for SSC in a wide range as the target of evaluation; (ii) to evaluate a series of SSC support activities comprehensively, but not individual projects; and (iii) to evaluate from the perspectives of Japan as well as of both implementing countries supporting SSC together with Japan, and recipient countries.

The study took three regions of Asia, Latin America and Africa as the target regions, selected one or two countries respectively from implementing and recipient countries of SSC in each region, and conducted the field surveys from August to September 2005. Afterward, the questionnaires survey was conducted for the overseas offices of your Agency and the agencies in charge of international cooperation for supplementing the results of the field survey. This study report was produced on the basis of the results obtained from these surveys.

In completing this study, we would like to express our sincere appreciation to the officials of your Agency. We would also like to send our great appreciation to all concerned agencies/institutes, which extended their kind assistance and cooperation to the Study Team. The Support for SSC of your Agency is expected to enhance the impacts of international cooperation of Japan together with its appropriate utilization. It is hoped that this Report could contribute to the improvement and further realization of the outcomes of SSC and the Support for SSC.

Very truly yours,

Hiroshi OKABE  
Team Leader  
Study Team of Thematic Evaluation on  
South-South Cooperation

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## Abbreviation

|            |   |
|------------|---|
| ACIC       | Agency in charge of international cooperation                                   |
| AGCI       | Agencia de Cooperación Internacional  |
| AICAD      | African Institute for Capacity Development                                      |
| AIHD       | ASEAN Institute for Health Development, Mahidol University                      |
| ASEAN      | Association of Southeast Asian Nations  |
| C/P        | Counterpart personnel   |
| CARICOM    | Caribbean Community   |
| CD         | Capacity Development  |
| CENAPRED   | Centro Nacional de Prevencion de Desastres                                      |
| CENDEPESCA | Centro de Desarrollo Pesquero   |
| CENEREMA   | Centro Nacional de Capacitación y Entrenamiento en Reproducción y Manejo Animal |
| CENICA     | Centro Nacional de Investigaciony Capacitacion Ambiental                        |
| CENMA      | Centro Nacional del Medio. Ambiente   |
| CLMV       | Cambodia, Laos, Myanmar, Viet Nam   |
| CONAF      | Corporacion Nacional Forestal   |
| DAC        | Development Assistance Committee  |
| DANIDA     | Danish International Development Assistance                                     |
| ECDC       | Economic Cooperation among Developing Counties                                  |
| EXPORTA    | The Agency for Export Promotion of El Salvador                                  |
| G77        | Group of 77   |
| GCA        | Global coalition for Africa   |
| IAI        | Initiative for ASEAN Integration  |
| ICESPO     | Instituto Centroamericano de Estudios Superiores de Policía                     |

|          |   |
|----------|---|
| IDEA     | Initiative for Development in East Asia                                   |
| IPSR     | Institute for Population and Social Research, Mahidol University          |
| IT       | Information Technology  |
| JARCOM   | JICA-ASEAN Regional Cooperation Meeting                                   |
| JBPP     | Japan-Brazil Partnership Program  |
| JCPP     | Japan-Chile Partnership Program   |
| JICA     | Japan International Cooperation Agency                                    |
| JKUAT    | Jomo Kenyatta University College of Agriculture and Technology            |
| JMPP     | Japan-Mexico Partnership Program  |
| JOCV     | Japan Overseas Cooperation Volunteer                                      |
| KEFRI    | Kenya Forestry Research Institute   |
| KEMRI    | Kenya Medical Research Institute  |
| KMITL    | King Mongkut's Institute of Technology Ladkrabang                         |
| MDGs     | Millennium Development Goals  |
| MERCOSUR | Mercado Comú del Sur  |
| MOU      | Memorandum of Agreement   |
| MWA      | Metropolitan Waterworks Authority   |
| NAETC    | National Agricultural Extension and Training Center, Kasetsart University |
| NAM      | Non-Aligned Movement  |
| NEPAD    | The New Partnership for Africa's Development                              |
| NGO      | Non Governmental Organizations  |
| NWTI     | National Waterworks Technology Training Institute                         |
| ODA      | Official Development Assistance   |
| OECD     | Organization for Economic Co-operation and Development                    |

|          |   |
|----------|---|
| PALOP    | Países Africanos de Língua Oficial Portuguesa                                     |
| PCM      | Project Cycle Management  |
| PDM      | Project Design Matrix   |
| PEAP     | Poverty Eradication Action Plan   |
| PP       | Partnership Program   |
| PPJA     | Partnership Program for Joint Cooperation between Japan and Argentina             |
| PROCHILE | Dirección de Promoción de Exportaciones   |
| PRSP     | Poverty Reduction Strategy Paper  |
| SEMASTE  | Centre for Mathematics, Science and Technology Education in Africa                |
| SESEMAT  | Secondary Science and Mathematics Teacher's Project                               |
| SICA     | Sistema de la Integración Centroamericana   |
| SMASSE   | Strengthening of Mathematics and Science in Secondary Education Project, Phase II |
| SSC      | South-South Cooperation   |
| TCDC     | Technical Cooperation among Developing Countries                                  |
| TCED     | Third Country Expert Dispatch   |
| TCTP     | Third Country Training Program  |
| TCTPG    | Third Country Training Program for Group  |
| TICA     | Thailand International Development Cooperation Agency                             |
| TICAD    | Tokyo International Conference on African Development                             |
| UMCE     | Universidad Metropolitana de Ciencias de la Educación                             |
| UNDP     | United Nations Development Programme  |
| WSSD     | World Summit on Sustainable Development   |

# Summary

# Summary

## 1 Study Background

According with the statement appearing in the revised “ODA Charter” approved by the Japanese Government in August 2003, “Japan is to promote South-South Cooperation (SSC) actively in collaboration with those developing countries, not only in Asia but also in other regions of the world, that show a more advanced path in their development. Apart from strengthening and consolidating its assistance within the framework of regional cooperation, Japan is also to continue providing support for wider cooperation efforts and initiatives involving various countries.” Taking into consideration this rationale as a base for intervention, JICA Mid-Term Plan expanding from October 2003 to March 2007 clearly stated that “JICA support for SSC-related activities should be enhanced to promote effectively capacity building in developing countries, lead to an increase in aid resources, and promote intra-regional cooperation.” Linked to these considerations, and in order to facilitate JICA’s relationship with SSC, JICA decided to set up a so-called “Issue-Specific Taskforce on SSC” in the fiscal year (FY) of 2003.

Japan started to play since 1974 a role within the umbrella of the “Third Country Training Program (TCTP)”. In addition to this, the Japanese support for SSC included its participation in initiatives such as the one known as “Third Country Expert Dispatch (TCED),” and the “Partnership Program (PP),” among others. Japan and countries in Latin America and other regions have signed several PPs since then. New SSC projects have thus continued to be carried out. Additionally, possible adjustments to be undertaken in relation with SSC support activities have become clearer for JICA. This has been possible due also to the work performed in this context by the “Issue-Specific Taskforce on SSC.” Issues to be now considered include, among others, how the SSC concept is to be approached within the framework of JICA’s cooperation strategies, or how SSC projects can contribute effectively to recipient countries’ development.

Within this context, JICA decided to carry out an Evaluation Study (“the Study”) aiming to both, understand and comprehend SSC-related achievements, and deduct lessons that could contribute in practice to make JICA’s support for SSC more effective and efficient.

## 2 Study Objectives

The main objectives of the Study may be presented as follows:

- (1) To realize and analyze the circumstances under which SSC support activities have been structured to date among implementing and recipient countries and Japan, and the way any common interaction has taken place, and, in addition to this, classify and study the development policies’ positioning and strategies of the said three types of stakeholders.
- (2) To analyze the extent of contribution and effects of JICA’s support in collaboration with implementing and recipient countries of SSC on the development of the said countries, and

- (3) To recommend future improvement measures in order to achieve a more effective and efficient JICA's support for SSC from a strategic, systematic and operational aspects covering both, planning and implementation stages.

### **3 Evaluation Targets and Questions**

It has been previously mentioned that the evaluation targets refer to the complete set of initiatives pertaining to JICA's SSC support activities, and not to individual projects. The regions the evaluation is to take place are: Asia, Latin America and Africa. It is deemed as a necessary requisite that one or two of the corresponding countries where the specific field survey is to be performed are selected each from implementing and recipient countries located in the above regions. After having discussed this issue with the corresponding JICA personnel, the countries below were chosen. The projects to be analyzed as case studies in this evaluation have been selected based on the characteristics and evaluation focus for each region. The above-mentioned questionnaire study was conducted in all JICA's overseas offices (exception made of JOCV offices).

|                |                      |                                      |
|----------------|----------------------|--------------------------------------|
| Asia:          | Implementing country | - Thailand, Indonesia (ASEAN office) |
|                | Recipient country    | - Cambodia, Laos                     |
| Latin America: | Implementing country | - Chile, Mexico                      |
|                | Recipient country    | - El Salvador                        |
| Africa:        | Implementing country | - Kenya                              |
|                | Recipient country    | - Uganda                             |

### **4 Evaluation Methods**

The analysis workflow may be briefly divided into case study analysis, questionnaire study, and cross-regional analysis. The recommendations that follow are derived from this structure.

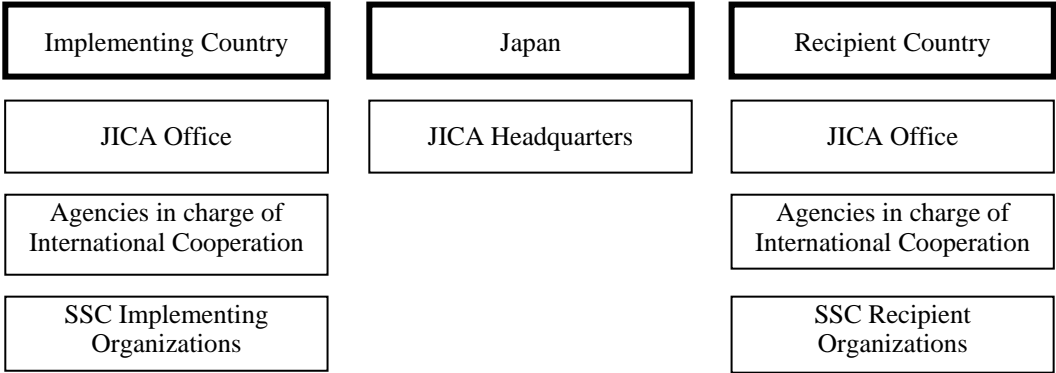
#### **(1) Case Study Analysis**

As a general rule, data and information collected were re-organized and analyzed along with the considerations set forth below. However, as the current situation pertaining to SSC support activities differs considerably in each particular region concerning their specific application, and with a view to making the existing context and analysis results derived as clear and easy-to-understand and apply as possible, a unified treatment of all regions was not chosen. Instead, it was left to the Study Team members' judgment how to compose and draft the corresponding study in each particular region.

#### **a) Clarification of the Institutions Related with SSC**

One of the particularities of SSC is the large number of stakeholders concerned. In the case of bilateral support, there are usually six bodies mainly involved on the ground as shown in the following figure. Having said this, particular attention is given to the analysis of the results obtained

through interviews with the personnel of those institutions in each region.



**b) SSC Project Positioning and Involvement Degree of Concerned Organizations**

In relation with the organizations mentioned above, the Study clarified the role played in each SSC project by each organization through analyzing their policies, strategies, planning activities, as well as general positioning. Together with this, the issue of how each organization’s positioning is connected with a particular background and purpose was also analyzed. Furthermore, the degree of involvement of each concerned organization in the project in question from the moment of design to execution of the project, as well as the specific function performed, were also carefully observed. Other questions analyzed included how the information pertaining to a particular project was administered and controlled by each organization, and how each project’s specificities were recognized as such.

**c) Five Functional Classifications of JICA’s *Thematic Guidelines on South-South Cooperation***

In order to evaluate the activities implemented in practice under the name of SSC support activities, JICA’s Issue-Specific Taskforce on SSC classifies SSC support activities in conformity with the following five types of functions connected with the specific projects implemented by JICA, which include TCTP, TCED, PP and regional seminars, among others. The Study adopted such five functions in order to strengthen the understanding of SSC support activities.

**d) SSC Contribution and Effects (Outcomes)**

The main scheme of JICA SSC support activities is based on TCTP and TCED. The contribution and effects of these programs are considered to be structured along three levels (see the following table) as a process of capacity development of concerned persons or institutions. Therefore, the Study analyzes in which particular levels of the said SSC projects any contribution or effect is found, as well as the specific factors in question. The criteria under consideration are treated in the following Table 1.

Table 1 Outcome Classification

| Contribution and Effect Levels | Contribution and Effect Contents  |
|--------------------------------|---|
| Individual Level               | Improvement of technical or other specialized knowledge of individual by receiving a training program or the guidance of experts  |
| Organizational Level           | 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 Societal Level    | 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.   |

#### **e) Facilitating and Impeding Factors for Outcomes**

The analysis performed in the Study has taken into consideration the facilitating and impeding factors that are deemed as exerting an influence on the SSC project outcomes found.

#### **f) Issues Related to Promoting SSC**

The issues pertaining to SSC promotion were duly analyzed based on the results of the field survey in order to present specific recommendations for a more effective and efficient application of JICA SSC support activities.

#### **g) SSC Project Structure Classification**

From the point of view of a comprehensive analysis of SSC support activities, the SSC projects targeted in the Study were classified as mentioned below based on the results of the field survey and following analysis. This classification was deemed to be more pertinent after reviewing several different ways of classifications. Therefore, it was decided basically that the analysis be made by dealing the programs in the same classification below as a unit.



|                          |   |
|--------------------------|---|
| • TCTP for Group (TCTPG) | • TCTP conducted as a group training and usually structured independently without being linked to a specific technical cooperation project (official JICA SSC scheme) |
| • Contract-based TCTP    | • TCTP conducted as a customized training for a particular recipient organization and often utilized as an input of a specific technical cooperation project          |
| • TCED                   | • Experts from developing countries dispatched with particular assignments, often utilized as an input of a specific technical cooperation project                    |
| • Others                 | • Various SSC schemes by regions  |

## (2) Questionnaire Study

The following issues were analyzed based on the results obtained from the corresponding questionnaire study targeting JICA offices and ACICs in implementing and recipient countries. Implementation of the questionnaire study aimed at complementing the results obtained through the case studies mentioned above.

|  |
|--|
| <ul style="list-style-type: none"> <li>• SSC Positioning and Strategy</li> <li>• Collection and Utilization of Information of SSC Results</li> <li>• Involvement in Planning and Implementation of TCTPG</li> <li>• SSC Follow-up and Outcomes' Understanding</li> </ul> |
|--|

## (3) Cross-Regional Analysis

Based on the outcomes obtained from the questionnaire survey and case studies' analysis, and in order to present a series of recommendations on future SSC support activities, an analysis underlining a comparison approach on common features and differences pertaining to current situations, outcomes and issues among regions was performed.

## 5 South-South Cooperation Definition

Although there is a lack of a universally accepted definition, it is generally considered that the SSC concept comprises both, TCDC and ECDC. JICA's Issue-Specific Taskforce on SSC defines "SSC" and "Support for SSC" in the following terms:

|                            |   |
|----------------------------|---|
| "SSC" concept:             | Mutual cooperation aimed at fostering self-sustaining development that involves deepening relations among developing countries, while implementing technical and economic cooperation.                      |
| "Support for SSC" concept: | A combination of Japanese development cooperation and the resources of developing countries, or various forms of support by developed countries and international organizations for the above-mentioned SSC |

## **6 Characteristics of Each Region and the Focus of Case Studies**

### **(1) Asia Region (Recipient Countries: Laos and Cambodia; Implementing Countries: Thailand and Indonesia)**

In Asia, particularly in Southeast Asian region, Support for SSC has a long history and the implementation of SSC has matured accordingly. The support for SSC has been conducted on the basis of the results of JICA technical cooperation projects. In recent years, Support for SSC has been conducted, in addition to TCTPG, in the form of TCED. Particularly in focusing on the narrowing of gaps among various countries, SSC has been emphasized for realizing the development effects to CLMV countries, namely Cambodia, Laos, Myanmar and Vietnam. Under these backgrounds, in order to conduct SSC more systematically, the JICA-ASEAN Regional Cooperation Meeting (JARCOM) was lately established in 2002. JARCOM was created with recognition of the JICA overseas offices and ACICs that it is necessary to formulate more effective SSC projects through careful matching of resources of implementing countries with needs of recipient countries. Moreover in Southeast Asian region, the regional integration has been actively discussed, and SSC as a means of the regional cooperation has been initiated. On the other hand, under the current trend of the local orientation, in the framework of the traditional technical assistance modalities like technical cooperation projects, cases using the development experience in neighboring countries have been increasing. For instance, the human resource development utilizing those of neighboring countries, mainly the training programs, have been conducted. Such cases have been also included into SSC since they utilize the development experience and technology of respective neighboring countries.

The case analysis in Asia has been conducted, focusing on such issues as the positioning of SSC, the respective mutual relationships, the actual situation of contribution and effects and the system of SSC at the JICA Offices, ACICs and the implementing organizations in Thailand as the implementing country, and Laos and Cambodia as the recipient countries.

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

In Latin America region, since the countries of the region share with the common language and cultural background and the regional cooperation and economic integration advances, there is a movement for develop the cooperation for resolving the common issues to the region. SSC has been noticed as a means to promote such a development in the region. In October 2005, “the Seminar of Capacity Development for SSC” (widely known as “the Bogota Seminar”) was held in Columbia. In January 2006, its follow-up seminar was held in El Salvador, in which a strong intention of the region working for the SSC was observed. Moreover in these meetings, the cases of Japanese Support for SSC were presented, which were highly appreciated by the countries of Latin America Region.

On the other hand, regarding the Japanese ODA for Latin America region, the budget

allocation has been declining every year, and this trend is assumed to continue in the foreseeing future. Under such a situation, Support for SSC in the region has been actively promoted in view that it is highly important for realizing the effective and efficient utilization of the aid resources. Under the circumstances, on the basis of rich records in the conventional Support for SSC such as TCTPG and TCED, new schemes have been emerging in the region. Specifically they include such as the mini-projects and the broad regional seminars conducted in the framework of the Japan-Chile Partnership Program (JCPP).

Considering the situation, the study and analysis for Latin America region focused on the ideal features of various schemes of Support for SSC and the relationship between the regional cooperation and Support for SSC.

In addition, this report, mainly based on the analysis of JCPP and Japan-Mexico Partnership Program(JMPP), Japan-Brazil Partnership Programme(JBPP), and Partnership Programme of Japan-Argentina(PPJA) are not included to subjects for analysis.

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

While the ODA budget of Japan to Africa region has been in an increasing trend, its ratio of the total ODA budget remains small compared to those to Asia and Latin America regions. For this reason, the human and material resources accumulated through the technical cooperation and the grant assistance is the precious assets for the region where the development has relatively delayed. Accordingly SSC can be viewed from the aspect of an efficient use of the limited aid resources. Moreover the region, where the national development effort is being undertaken on the basis of the Poverty Reduction Strategy Paper (PRSP), is forced to depend on donors, not only from the financial aspect but also from the autonomy in formulating the development strategies.

In the two countries subject to the study, TCTPG conducted by the implementing organizations of technical cooperation projects is the main activity of SSC. Therefore while TCTPG was the main study subject, Support for SSC by a technical cooperation projects was included as another study subject. Moreover, in view that the horizontal cooperation is the main feature in the region, the SSC project in Uganda, which was involved as an implementing country despite the initial setting as a recipient country, was also studied. Asia-Africa Cooperation projects, though they were not the projects directly subject to the study, were also included. In addition, it is tried to work out a trend of SSC in Africa region through analysis based on the study on the two countries. Countries, Tunisia, Morocco, and Egypt, which have concluded partnership program with the government of Japan, are out of focus for analysis.

## **7 Analysis Based on the Questionnaire Study Results**

Under this study, the questionnaire shown in Annex 7 was distributed to JICA offices and the ACICs in recipient and implementing countries. A total of 57 overseas offices and 23 representative offices of JICA, totalling 80 JICA offices, and 80 ACICs received the questionnaire. The reply ratio was 53% for the former and 43% for the latter.

### **(1) Differences between JICA Offices and ACICs in Recipient and Implementing Countries**

#### **a) Existence of SSC Positioning and Strategy**

The policy regarding SSC is given clear status at 56% of JICA offices in implementing countries but the ratio of 35% is much lower at JICA offices in recipient countries. The corresponding figures for the ACICs are 83% in implementing countries and 32% in recipient countries, indicating a clear difference between implementing countries and recipient countries. In regard to a SSC strategy, 63% of JICA offices in implementing countries have such strategy compared to 35% of JICA offices in recipient countries. The corresponding figures for the ACICs are 83% and 36% respectively, indicating a similar difference to that of the policy status of SSC. This situation suggests that SSC implementing parties generally recognise SSC as a means of providing development assistance. In contrast, the results of the recipient countries show a different picture. Many JICA offices in recipient countries do not recognise SSC as a measure of input in planning their activities.

#### **b) Collection and Utilization of Information of SSC Results**

The questions on the accumulation and utilisation of information are designed to clarify whether or not individual bodies properly understand the actual situation of SSC. In general, a strong interest in cooperation activities leads to the active gathering and accumulation of information and its objective-oriented utilisation. 56% of JICA offices and 75% of the ACICs in implementing countries accumulate information. In contrast, only 23% of JICA offices in recipient countries accumulate information. The ratio of the ACICs accumulating information of 41% is equally low although this is higher than the above ratio for JICA offices. Meanwhile, 31% of JICA offices and 75% of the ACICs in implementing countries utilise information. The corresponding figures for recipient countries are 12% for JICA offices and 36% for the ACICs.

These results indicate that JICA offices and ACICs in implementing countries are eager to gather information as implementation bodies of aid activities. In contrast, JICA offices in recipient countries seldom gather information.

#### **c) Involvement in Planning and Implementation of TCTPG**

The ratio of involvement in the planning of the existing TCTPG is 100% for JICA offices and 83% for the ACICs in implementing countries. In contrast, the corresponding ratio for recipient countries is 8% for JICA offices and 0% for the ACICs, indicating the virtual non-involvement of

these bodies in the planning process. A similar tendency is observed in regard to their involvement in the implementation of TCTPG as the involvement ratio is 81% for JICA offices and 83% for the ACICs in implementing countries while the corresponding ratio is 8% for JICA offices and 0% for the ACICs in recipient countries.

These results are easily expected in the situation that TCTPG is conducted in implementing countries. There are some cases in implementing countries where projects are being actively planned with related organizations using the project formulation study scheme and other relevant schemes. In contrast, JICA offices and the ACICs in recipient countries are hardly involved in either the planning or implementation of TCTPG.

#### **d) SSC Follow-up and Outcomes Understanding**

The involvement in follow-up activities for SSC is generally low for both JICA offices and the ACICs in implementing countries as well as recipient countries. Only 13% of JICA offices and 42% of the ACICs in implementing countries are involved in follow-up activities for SSC. The corresponding figures for recipient countries are 27% for JICA offices and 18% for the ACICs. Understanding of the outcomes of SSC is also low as only 25% of JICA offices and 17% of the ACICs in implementing countries. The corresponding figures for recipient countries are even lower at 15% for JICA offices and 9% for the ACICs.

As follow-up activities, JICA offices in some implementing countries dispatch a study team to recipient countries and conduct a fact-finding study on returned trainees. However, the existing follow-up activities remain at the level of individual persons. Follow-up activities, including the capacity building of an organization receiving an expert and/or training, are not reported. Some ACICs in implementing countries list joint evaluation with JICA office at the time of the completion of training as a follow-up activity. In recipient countries, the follow-up activities mentioned are mainly the submission of a report and interviews prior to return to the home country. Many of the ACICs, however, simply replied that no follow-up activities are specially conducted.

### **(2) Regional Differences in Asia, Africa and Latin America**

#### **a) JICA Offices in Implementing Countries**

The basic characteristic of JICA offices in implementing countries is that all of the offices are involved in the planning of TCTPG, which is the main form of SSC. In regard to the other study items, there shows regional differences. JICA offices in Latin America score a high percentage in terms of status, strategy and data accumulation /utilisation, illustrating their tendency to put emphasis on SSC. In contrast, JICA offices in Asia do not give major status to SSC as a means of providing aid though given a certain priority. Interest in SSC is weak among JICA offices in Africa, as the JICA offices in Asia and Latin America are often involved in the implementation of projects which is not

necessarily the case of those in Africa. In general, follow-up activities and understanding of the outcomes do not appear to be a strong priority for JICA offices regardless of the region.

#### **b) ACICs in Implementing Countries**

The regional characteristic of the ACICs in implementing countries is that there is a significant difference between those in Asia and Latin America and those in Africa. In Asia and Latin America, SSC is given important policy as well as strategic status. In Africa, the involvement of the ACICs in SSC is small. Some countries in Asia and Latin America have their own aid program and provide aid as part of their diplomatic policy. The difference between Asia and Latin America lies with the fact that the ACICs in Latin America are interested in follow-up activities and understanding of the outcomes while those in Asia show a lower interest in these issues.

#### **c) JICA Offices in Recipient Countries**

The characteristic of JICA offices in recipient countries is that those in Latin America hold SSC important policy as well as strategy and regard it as a means of providing aid. In comparison, JICA offices in Asia are not particularly interested in these issues, indicating that they do not consider SSC and TCTPG in particular to be a means of tackling development tasks. Neither do they expect any specific development effects from SSC. The general interest in SSC is also low among JICA offices in Africa.

#### **d) ACIC in Recipient Countries**

The characteristic of the ACICs in recipient countries is similar to that of JICA offices in these countries. While the ACICs in Latin America give SSC important policy as well as strategic status, considering it to be a means of providing aid, those in Asia show little interest. A similar comparison is valid in terms of follow-up activities and understanding of the outcomes. In Africa, the ACICs in recipient countries have hardly any link to SSC.

The above-described regional situation suggests that there is a basis for JICA offices and the ACICs in recipient countries in Latin America to discuss SSC as a means of addressing development tasks and that there is hardly any such basis in Asia or Africa. As a result, SSC is seldom discussed in Asia and Africa. In contrast, implementing countries and recipient countries appear to maintain some sort of communication in Latin America.

### **(3) Conclusions**

One major characteristic is that there are significant differences between implementing countries and recipient countries. The questionnaire study results suggest that SSC, especially TCTPG, is principally an implementing country-oriented activity. However, it is also a fact that there are regional differences. In Asia, SSC is basically implemented within the framework set by an

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. The picture in Latin America is somewhat different as implementing countries and recipient countries appear to maintain some sort of communication. Recipient countries in this region are aware of 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 implementing countries. The involvement of the ACICs in both implementing countries and recipient countries is small in this region.

## **8 Result of Case Studies and Cross-Regional Analysis**

### **(1) Characteristics of Types of Support in Each Region**

JICA's Support for SSC has been implemented mainly in the forms of TCTPG and TCED. The case study analysis shows that the support activities for SSC in each region have their own characteristics. As shown in the following sections, the support activities for SSC have been diversified in order to accommodate the different needs of each region.

#### **a) The Types of JICA's Support for SSC**

According to the result of field survey, in Asia region, although increasing number of PPs have been signed between Japan and the countries in the region, most of the projects under PP are designed along with Japan's ODA strategies. In other words, these projects are carried out as a part of ODA of Japan. In Latin America region, various schemes including region-wide seminars and mini-projects, as well as TCTP (contract-based and group training) have been developed. The types of support in this region incorporate the five functional classifications defined by the JICA Thematic Guidelines. Many of the projects are still implemented as a part of Japan's ODA; however, the projects in this region reflect the points of view and ideas of partner countries more effectively than those in Asia region. Among the three regions, Latin America is the region where "JICA's Support for SSC in the strict sense of the term", is most advanced. In Africa region, the support for SSC is carried out mainly through technical cooperation projects which strongly reflect Japan's ODA strategies.

#### **b) Relationship among Related Organizations**

In Asia region, under PPs, the JICA Thailand office has been assisting Thailand to become a new donor country, as well as to implement TCTPG. The implementing organizations of SSC, namely, institutions of higher education, specialized technical education institutions, training centers and educational institutions affiliated with universities, regard TCTPG as international business opportunities and chances for establishing relationship with counterparts overseas. These institutions, as contractors, conduct training according to the instruction given by the JICA and TICA. However, in recipient countries, JICA offices and ACICs show little interest in TCTPG, and recipient organizations make ad hoc selections of trainees only after they have received offers for training, and do not respond in a systematic manner.

As mentioned above, in Africa region, TCTPG have been conducted as a part of JICA's technical cooperation projects, and in many cases the training are initiated and led by JICA offices and requirements of the technical cooperation projects. ACICs in implementing countries, and JICA offices and ACICs in recipient countries show low interest in TCTPG. On the other hand, in Latin America region, the interest of recipient countries is high, which differ significantly from other two regions. In Latin America region, as seen in Chile (an implementing country), JICA office positions SSC as a part of its country assistance program, and progressively support it. Agencia de Cooperacion Internacional (AGCI), ACIC in Chile, has made positive efforts to promote horizontal cooperation with the purpose of achieving solidarity with other countries in the region. Horizontal cooperation is a type of cooperation among countries at similar developmental stages. Under such circumstances, implementing organizations are also positively involved in SSC activities. Moreover, all of the JICA offices and ACICs, and recipient organizations in recipient countries, recognize TCTPG as an important element in dealing with developmental issues.

#### **c) Summary of Case Study and Survey**

Table 2 and 3 show the summary of case studies and questionnaire study.

#### **d) Causes for Similarities and Differences among the Regions**

The degree of the organizations' involvement and interest in projects to support for SSC is closely related to how clearly the roles of those projects are defined in the organization for achieving its policies and strategies. The survey suggested that; 1) The degree of involvement of JICA offices and ACICs in implementing countries is nearly twice as strong as in recipient countries; 2) the reason for such strong involvement is that in implementing countries, support for SSC generally has budgets allocated. Therefore, the projects are monitored more closely along their development strategies, 3) while, in recipient countries, support for SSC are not recognized as an input into their developmental plan Therefore, these activities are not required to have a budget allocation, nor formal positioning in their project plans.



Table 2 Summary of Support Activities for SSC-1  
(Types of Activities, Case Study, Questionnaire Study)

|                      | Types of Support Activities  | Case Study   |  | Questionnaire Study   |  |
|----------------------|--|--|--|---|--|
|                      |  | Positioning  | Outcomes   | Positioning   | Outcomes   |
| <b>Asia</b>          | <ul style="list-style-type: none"> <li>• TCTPG established training institutes</li> <li>• Training conducted as a part of contract-based TCTP Combined Projects of Technical Cooperation with TCED</li> <li>• Creation and implementation of any type of TCTP by JARCOM</li> <li>• Partnership Programs as a framework for SSC</li> </ul>  | <ul style="list-style-type: none"> <li>• Cooperation aimed at correcting gaps among different levels of development in the region</li> <li>• Any type of TCTP conducted at organizations formally supported by JICA</li> <li>• Combined Projects of Technical Cooperation with TCED</li> <li>• Double tracked cooperation</li> <li>• Implementing country conducts support project as a part of its foreign policy</li> <li>• JICA conducts cooperation project in recipient country</li> <li>• Endeavor for matching needs of recipient country and resources in implementing country (JARCOM)</li> </ul> | <ul style="list-style-type: none"> <li>• Quality training courses conducted at well established institutes</li> <li>• High standards of Technology and skills being achieved</li> <li>• Passive responses of recipient countries to TCTPG: technical development of trainees was the only expected achievement</li> <li>• Achievements secured in the training courses contracted out to outside organization</li> <li>• Expectation of positive results generated from projects formulated by JARCOM</li> </ul> | <ul style="list-style-type: none"> <li>• Implementing countries' strong interests and positive involvement in SSC (TCTPG)</li> <li>• Recipient countries' low interests and passive involvement in SSC (TCTPG)</li> </ul> | <ul style="list-style-type: none"> <li>• Low interests in finding out effects of TCTPG shown by JICA and ACICs in implementing countries</li> <li>• Low interests in finding out effects of TCTPG shown by JICA and ACICs in recipient countries</li> </ul>      |
| <b>Latin America</b> | <ul style="list-style-type: none"> <li>• TCTP (contract-based and group training) conducted at institute formally supported by Japan</li> <li>• Partnership Program as a framework for SSC</li> <li>• Joint projects of JICA and implementing countries (TCED and TCTP (contract-based and group training)), utilizing Chile's experiences of Technical Cooperation Projects</li> <li>• Implementation of Mini-Projects as a part of Partnership Programs</li> </ul> | <ul style="list-style-type: none"> <li>• Horizontal Cooperation</li> <li>• Importance of Support for SSC recognized as injections into recipient country</li> <li>• High interests in SSC shown by organizations of recipient countries</li> <li>• Promotion of strategic cooperation by implementing countries</li> <li>• Cooperation making good use of strong points of implementing countries</li> <li>• Recognition of Importance of Partnership between JICA and recipient countries</li> </ul>  | <ul style="list-style-type: none"> <li>• Achievements of Technical Cooperation Projects secured</li> <li>• In some cases achievements of projects went above the level of individual trainees' development</li> <li>• Trainees' technical improvement was the main achievement of Third Country Group Training</li> </ul>  | <ul style="list-style-type: none"> <li>• Implementing countries' strong interests and positive involvement in SSC (TCTPG)</li> <li>• Recipient countries' low interests and passive involvement in SSC (TCTPG)</li> </ul> | <ul style="list-style-type: none"> <li>• Low interests in finding out effects of TCTPG shown by JICA and ACICs in implementing countries</li> <li>• Moderate interests in finding out effects of TCTPG shown by JICA and ACICs in recipient countries</li> </ul> |

|               |   |  |   |   |   |
|---------------|---|--|---|---|---|
| <b>Africa</b> | <ul style="list-style-type: none"> <li>• Cooperation through JICA projects that play major roles in Technical Cooperation Projects</li> <li>• TCTPG conducted at organization where Technical Cooperation Project is being implemented</li> <li>• Training implemented by organizations formally supported by JICA</li> </ul> | <ul style="list-style-type: none"> <li>• Horizontal Cooperation</li> <li>• Expanding support projects by applying JICA Project Models</li> <li>• Conducting TCTPG as part of JICA projects being implemented</li> <li>• Support for SSC initiated by JICA</li> </ul> | <ul style="list-style-type: none"> <li>• Achievements of Technical Cooperation Projects in recipient countries being secured</li> <li>• Trainees' technical improvement was the main achievement of Third Country Group Training</li> </ul> | <ul style="list-style-type: none"> <li>• Formulation and planning of SSC projects by JICA offices in implementing countries</li> <li>• SSC projects conducted on the initiative of implementing organizations</li> <li>• Low interests of other organizations in SSC</li> </ul> | <ul style="list-style-type: none"> <li>• Low interests in finding out effects of TCTPG shown by JICA and ACICs in implementing countries</li> <li>• Low interests in finding out effects of TCTPG by JICA and ACICs in recipient countries</li> </ul> |
|---------------|---|--|---|---|---|

( Source ) Compiled by Research Group

Table 3 Summary of Support Activities for SSC-2  
(Facilitating Factors, Impeding Factors, Issues)

|             | <b>Facilitating Factors</b>   | <b>Impeding Factors</b>   | <b>Issues</b>  |
|-------------|---|---|--|
| <b>Asia</b> | <ul style="list-style-type: none"> <li>• Implementing organizations which function as leading educational institution</li> <li>• Implementing organizations having close affinity with aid from Japan</li> <li>• Implementing organizations recognizing activities for SSC as projects following countries' foreign policies</li> <li>• Strong interest of recipient organizations</li> <li>• Clear understanding of effects of projects in areas such as development of human resources</li> <li>• Commitment of organizations involved</li> <li>• Planned involvement in training courses by recipient organizations</li> <li>• Implementation of projects with flexible use of Local Activity Expense</li> <li>• Communication between recipient and implementing organizations</li> <li>• Clear positioning of training as an element of Technical Cooperation Project</li> <li>• Support from JICA offices in recipient countries</li> <li>• Flexible selection of implementing organizations (valuing importance of language similarities, etc.)</li> <li>• Respecting importance of language similarities (Thai &amp; Laotian)</li> <li>• Sharing roles among organizations concerned</li> </ul> | <ul style="list-style-type: none"> <li>• Lack of communication between implementing and recipient organizations for TCTPG</li> <li>• Passive participation of organizations sending TCTPG trainees</li> <li>• Difficulty in planned dispatch of TCTPG trainees</li> <li>• Mismatching needs of TCTPG and content of training course</li> <li>• Uneven levels of TCTPG trainees' readiness for training</li> <li>• Difficulty for JICA office in recipient countries to get involved and take initiative</li> <li>• Positioning of the projects not clearly recognized</li> <li>• Difficulty in incorporating projects with international treaties</li> <li>• Restrictions in systems of hosting organizations (duration, conditions, etc.)</li> <li>• Large number of parties, hence, difficulty in coordination</li> </ul> | <p>Policies &amp; Strategies</p> <ul style="list-style-type: none"> <li>• Promoting Reconsideration of features of partnership</li> <li>• Rearranging concepts of international treaties</li> </ul> <p>Systems</p> <ul style="list-style-type: none"> <li>• Establishing more effective system for JARCOM</li> </ul> <p>Operation</p> <ul style="list-style-type: none"> <li>• Reconstruction of process of recruiting TCTPG trainees and implementing TCTPG</li> <li>• Promoting accumulation and sharing of information</li> <li>• Utilizing resources in neighbouring countries through Technical Cooperation Projects</li> </ul> |

|                      |  |  |  |
|----------------------|--|--|--|
| <b>Latin America</b> | <ul style="list-style-type: none"> <li>• Understanding of developmental issues by organizations concerned, and clear positioning of SSC in their activities</li> <li>• Sense of solidarity &amp; cooperation among the countries in the region</li> <li>• Sufficient understanding of needs of recipient countries</li> <li>• Good communication among organizations concerned</li> <li>• Implementing organizations of high quality</li> <li>• Linguistic &amp; cultural similarities among countries</li> <li>• Strong interests in of SSC held by organizations concerned</li> </ul>  | <ul style="list-style-type: none"> <li>• Lack of communication between implementing &amp; recipient countries for mini-projects</li> <li>• Expenses borne by implementing organizations getting too heavy</li> </ul>   | <b>Policies &amp; Strategies</b> <ul style="list-style-type: none"> <li>• Formulating new system of cooperation that reinforces implementing countries' strategies for international aid</li> <li>• Forming supporting projects for SSC</li> </ul>   |
| <b>Africa</b>        | <ul style="list-style-type: none"> <li>• Common languages, culture, environment, history, etc.</li> <li>• Needs of recipients well recognized (by preliminary research, course evaluation, follow-up study of returned trainees)</li> <li>• Utilizing SSC support projects as injections for Technical Cooperation Projects implemented by recipient organizations</li> <li>• Utilizing SSC support as injections for project implemented by recipient organizations</li> <li>• After completion of TCTPG, recipient organizations establish systems in which they can effectively utilize achievements of training</li> <li>• Utilizing SSC support projects as injections for Technical Cooperation Projects implemented by recipient organizations</li> <li>• Flexible and timely injections are possible</li> <li>• Being able to plan project content to suite needs of recipients</li> </ul> | <ul style="list-style-type: none"> <li>• Inappropriate facilities and equipments for the actual situations in trainees' countries</li> <li>• Insufficient needs analysis</li> <li>• Different languages used (English, French, Portuguese)</li> <li>• Different price of daily allowance and accommodation fee between "Local Activity Expense" scheme and existing scheme.</li> <li>• Diplomatic relationships where formal request for projects are difficult to obtain</li> </ul> | <b>Policies &amp; Strategies</b> <ul style="list-style-type: none"> <li>• Clarifying the positioning of SSC projects in the framework of JICA's aid programs</li> <li>• Reviewing philosophy or a way of thinking? for sustainability</li> </ul> <b>System</b> <ul style="list-style-type: none"> <li>• Establishing flexible system</li> <li>• Forming a system for matching resources of implementing counties, and needs of recipient countries</li> <li>• Providing funds for SSC projects</li> </ul> <b>Operation</b> <ul style="list-style-type: none"> <li>• Confirming needs of recipients in TCTPG</li> <li>• Follow-up for any type of TCTP</li> <li>• Specifying criteria for expenses &amp; selection</li> </ul> |

## (2) Contribution and Effects

TCTP (contract-based and group training) been conducted by established organizations which play leading roles in their fields in respective countries. It has also been confirmed by the findings of interviews that in the regions of Asia and Latin America, TCTP have positively contributed to trainees' acquisition of new skills and knowledge.

However, the effects of any type of TCTP on the recipient organizations differed depending on their degree of the involvement in the training. In Asia region, the offers of the positions of trainees for TCTPG have never been regular, and this made it difficult for the recipient organizations to send trainees in a systematic way. Because of this, the effects of the training were often limited only to the improvement of technical skills and knowledge of individual trainees. On the other hand, when contract-based TCTP were conducted as a part of JICA's technical cooperation projects, the recipient organizations made their own choice on the training institute, and showed great initiative in the discussions with training institutes in deciding training content. In these cases, the involvement of the

recipient organizations was quite high, and consequently, the effects of contract-based TCTP reached the goals of technical cooperation projects.

In Latin America region, the JICA offices, ACICs, and recipient organizations of the recipient countries generally showed a high level of interest in any type of TCTP. In some cases, the effects of such TCTP were not confined to the mere improvement of individual trainees, but caused organizational development as well. In Africa region, since TCTPG is being conducted as a part of on going JICA's technical cooperation projects, the improvement of trainees' technical skills was successfully achieved. The effects of any TCTP reached the organizational level only in the cases that TCTP was targeted at personnel who were involved in JICA's technical cooperation projects or recipient organizations (e.g. in Uganda) has projects related to the training, while in other cases where the trainees were not part of JICA's technical cooperation projects, the effects were limited to the improvement of individual trainees only.

The results of the survey show that in both implementing and recipient countries, JICA offices and ACICs have low interest in finding out the effects of the projects and the need for post project follow-up. Because the implementing and recipient organizations think TCTPG are only for improving individual trainees' ability, they does not see the need for organizations to find out the outcome of the projects, nor are they in interested in utilizing the effects of the projects to improve other sections of the organizations. Also, as TCTPG are irregularly implemented, it is difficult for recipient organizations to utilize the projects systematically by incorporating them into the development strategies of the whole organization. Unless these factors are improved, the overall effect of any type of TCTP at the organization level cannot be expected.

### **(3) Facilitating Factors**

#### **a) Existence of Leading Implementing Organizations**

As for implementing organizations where actual training takes place, the educational institutions which have established leading positions in the concerned fields in the respective countries were chosen. These institutions, using their own resources, were all capable of formulating and implementing training meeting the requirements of JICA offices or ACICs. They also had quality teams of academic staff (instructors and researchers) from which they could select and dispatch suitable specialists for SSC.

#### **b) Strong Interest and Involvement of Related Organizations**

The strong interest and involvement of the related organizations have also contributed to the outcomes of support for SSC. Especially the strong interest and involvement of JICA offices and ACICs in implementing countries, as well as, those of recipient organizations appear to be important facilitating factors.

### **c) The Implementing System that Enables Cooperation of Related Organizations**

With such cooperation, the interest and involvement of organizations concerned have been increasing, which in turn, are producing better outcomes. These cases suggest that the system where organizations concerned can effectively cooperate is another facilitating factor for better outcomes.

### **d) Clear Positioning of SSC by Related Organizations**

When Support for SSC are politically or strategically positioned clearly in their own schemes by the organizations concerned, the motivation and interest in achieving the objectives increase. This consequently leads to more positive involvement in implementation of the projects, and as a result, the projects attain higher levels of outcome.

### **e) Clear Understanding of the Outcomes by Recipient Organizations**

To ensure positive outcomes of TCTP (contract-based and group training), it is important that appropriate feed back is given to the implementing organizations by the recipient parties. In such feed back, it is important for the recipient organizations, whether sending out trainees or receiving experts, to be conscious of the outcomes they have achieved through the training. In the case of training on a contract basis in the framework of technical cooperation project, training was conducted in a carefully planned manner, as the success or failure of training would directly affect the outcomes of the project. Some of the existing TCTPG achieved expected outcomes, when the recipient organizations clearly positioned the training course in connection with their personnel policies or in their strategies for resolving problems of their own organizations.

### **f) Communications between Implementation and Recipient Organizations**

When the implementing organizations had a good understanding of the objectives of recipient organizations, the projects produced positive outcomes. In successful programs, the positive efforts were made to match the needs of recipient and the resources of the implementing organizations.

### **g) Common Language**

In conducting any type of TCTP and TCED, the common or similar language(s) used by implementing and recipient countries greatly contributed toward achievement of positive outcomes. Those countries share many features such as culture, environment and history, as well as languages; these factors contributed positively towards the outcomes of the projects.

## **(4) Impeding Factors**

### **a) Difficulty of Planned Dispatches of Trainees to TCTPG**

In TCTPG, offers for the positions of trainees are made to the recipient organizations in an ad hoc manner. The cases in which trainees were selected to overcome the organizational issues were

very limited. Moreover, it was pointed out that the interest and involvement of the JICA offices in recipient countries were limited. Such difficulty in planned dispatches of trainees, passive selection of trainees, and low interest and involvement of core organizations, are some of the factors to limit the outcomes of the training courses.

#### **b) Lack of Communications between Implementing and Training Organizations**

In TCTPG, the trainees were selected and confirmed by the implementing organizations from the lists of candidates presented through the diplomatic channel. In practice, however, candidates were already short-listed by diplomatic channel before the implementing organizations make selection. As a result, the implementing and recipient organizations could not share the actual outcomes, which made it difficult to ensure the outcomes.

#### **c) Unclear Positioning of Support for SSC**

The case study analysis and the findings of the questionnaire study suggested that the Support for SSC were not clearly positioned in JICA's assistance programs in the respective countries. Especially in the recipient countries, many JICA offices were not sure of the significance of TCTPG. Those JICA offices have not been able to incorporate those training courses into their development projects as an important form of inputs; therefore, support for SSC has not been very effective.

#### **d) Languages**

The number of trainees affected by the language difficulty is relatively small; however, language barrier can be a factor which impedes the outcome of training.

#### **e) Inappropriate Equipment and Facilities**

When equipment and facilities used in implementing and recipient countries differ greatly from each other, the trainees could not make use of the skills and knowledge studied through TCTPG back home. This happened because the trainees sent by the recipient organizations did not meet the entry requirement for participating the training. The selection of the trainees should be revised.

#### **f) Inappropriate Training Contents**

If the contents of TCTPG do not match the needs of the recipient countries, the outcomes of the training courses would not contribute to the organizational and social improvement.

### **(5) Advantage of SSC over Other Types of Cooperation**

This section discusses the situations when SSC and Support for SSC become a better solution compared to other schemes. The issues and conditions of each situation are also considered.

#### **a) Utilizing Local Resources**

It is needless to say that when the implementing organizations of the training courses, whether conducting training or sending experts, are closely located to the recipient countries, the cost of the technology transfer would be much less and efficient, compared to when expertise for the training has to be obtained from distant countries including Japan. In such cases, SSC especially within the regions would have the advantage. However, it is also very important that the quality of expertise utilized for such training should be ensured; that is the level of the expertise used for the technology transfer should be of commensurate quality to enable it to satisfy the needs of the recipient countries.

#### **b) Delivering Expertise through Similar Languages, Cultures, and Histories**

Language similarity is not the only factor that facilitates better training courses. The countries that share similar levels of development, culture, socio-economic situation, historical background, etc. can also relate to each other well. Positive cooperation among the Latin American countries, and the horizontal cooperation among English speaking African nations, all share the characteristics of having many similarities. In such cases, SSC has relevancy in that it is easy for the implementing side to understand the needs of the recipient side. Therefore, they can deliver the training more effectively, and SSC can be an extremely effective form of cooperation within the regions.

#### **c) Diversified Cooperation Schemes of Japan**

The types of Japanese cooperation modalities have become greatly diversified. In addition to the conventional bi-country, or multi-country cooperation schemes, support for new donor countries through JARCOM and PPs, as well as support for TCDC, has been introduced. The diversified cooperation modalities like these are not easily found elsewhere. Therefore, it should be publicized as a unique feature of Japan's aid programs when informing the people in Japan as well as the international community.

SSC provides Japan with the opportunities to establish a new relationship with the countries that have already or nearly grown out of recipient status, such as Thailand and Chile. Such relationship will enable Japan and those countries to jointly develop different types of cooperation schemes. JICA and TICA, and JICA and AGCI will eventually become equal partners in delivering support to other developing countries, and it is expected that both countries will jointly engineer new types of support activities for SSC. Another advantage of this type of cooperation is that such continuous involvement for supporting the countries of higher developmental level, will allow Japan to maintain its presence as a donor in these countries.

## **9 Recommendations**

### **(1) Issues and Recommendations regarding Policies on Development**

#### **a) Clarifying Strategic Positioning of Support for SSC in Recipient Countries**

In order to make the support for SSC more effective, it is suggested that, especially in the recipient countries, any type of TCTP should be formally incorporated into the national developmental scheme, such as the Country Assistance Programs; in other words, these SSC activities should be recognized as vital elements of cooperative injection. In practice, the following steps should be taken; 1) based on the short and mid-long term goals of Country Assistance Programs or recipient organizations' activity plans, discuss the relevance of SSC as a means to achieve such goals, 2) once the decision has been made that SSC will be the effective means, 3) the strategies and activities for SSC or Support for SSC should be determined. 4) JICA should coordinate and agree with ACICs in recipient countries and implementing organizations. Then detailed plans should be made for individual SSC support projects, incorporating such strategies and activities.

### **(2) Issues and Recommendations regarding Systems**

#### **b) Strengthening Cooperation with Educational Institutions**

The support for SSC has diversified to accommodate developmental issues of the country as well as the regions. The cases described here suggest that it is quite possible for developing countries to effectively utilize each other's knowledge, technology, and experience shared through SSC. The existence of established institutions that play leading roles in their fields of education in the respective countries was listed as one of the facilitating factors in the previous chapters. Most of those institutions have been assisted by JICA. Therefore, it is recommended that support for SSC in cooperation with these educational institutions should be promoted and that a network including these institutions should be established, for the positive outcomes. Such activities would lead to the forming of a system, in which the knowledge, technology, and experience available in the developing countries can be utilized more widely through SSC to achieve positive outcomes.

#### **c) Sharing the Outcome of SSC by Implementing and Recipient Organizations**

In order to secure effective outcomes of the support for SSC, it is recommended that a system in which implementing and recipient organizations can share information including the outcomes of projects be established. A system like this will clarify the project contents and the outcomes for both implementing and recipient organizations, and will enable more appropriate feedback.

#### **d) Improving Communication among Organizations in Implementing and Recipient Countries**

A large number of organizations are involved in SSC both in implementing and recipient countries. With smoother communication, all the organizations involved in SSC projects will have better understanding of their roles in SSC. The organizations in implementing countries will have



better understanding of the developmental needs of the recipient countries. As a result, the mismatching of the project's contents and the needs will be reduced. In order to achieve such objectives, it is suggested that systems like JORCOM that would improve communication among organizations in implementing and recipient countries should also be established in Latin America and Africa regions.

#### **e) Introducing Planned Dispatch System of Trainees for TCTPG in Recipient Organizations**

The offers for the opportunities to participate to TCTPG are given unsystematically to recipient organizations, which makes it difficult for them to make systematic use of TCTPG. Therefore, it is recommended that a planned dispatch system to meet the developmental needs of the recipient organization should be introduced. The following is one example of such a system; at the time of formulating programs, allocate annual quotas over multiple years on the number of trainees to be sent to specific organizations.

#### **f) Projectization of Any Type of TCTP in Recipient Organizations**

Presently, any type of TCTP and TCED are conducted separately; hence, their effects have been limited to the improvement of individual trainees. Therefore, the support for SSC should be planned and conducted in the form of "project" in recipient countries; in other words, should be incorporated into JICA's technical cooperation projects. This would increase the involvement of people concerned and ensure more appropriate monitoring, which would consequently lead to the achievement of better outcome.

### **(3) Issues and Recommendations regarding Operation**

#### **g) Sharing Information among JICA Offices**

It is recommended that an information system for data collection, compilation, and accumulation, that enables JICA overseas offices to keep the track record of the support for SSC, and to monitor and evaluate the related activities. The database for trainees of training programs in Japan is already working, and the similar system should be introduced for all TCTP.

#### **h) Reviewing the Process of Planning & Implementing the TCTPG**

SSC support projects involve more parties than projects between two countries, and its related procedures are also more complicated. Therefore, the time it takes from the planning stage to actual implementing stage is much longer. Moreover, the official procedures for SSC support projects have been carried out through diplomatic channels, such as ACICs in implementing countries, and embassies in recipient countries. This means that actual implementing and recipient organizations are not directly linked. This present situation calls for a review of the process of planning and implementing the TCTPG. The following should be considered as possible solutions; 1) the staff involved in the projects from both implementing and recipient countries should take positive part in

the process of planning and implementation, and they should have sufficient communication to ensure good understanding of the needs and available recourses, 2) that the communication at this level should be allowed to amend the selection of trainees and training organizations if necessary, 3) the whole process from project identification to implementation should be simplified to reduce the time required, and 4) the necessity of official request being sent to Japan should be reviewed.

#### **i) Establishing a Follow-up System for Any Type of TCTP**

The follow-up to any type of TCTP, that is, in practice, the post training support for the trainees, is a very effective form of support for achieving positive outcomes. However, the post-training follow-up has never been given much thought or effort compared to the pre-training needs analysis or actual implementation of the training. Thus, it is recommended that follow-up systems should be established and incorporated into any type of TCTP. The actual implementation of such follow-up systems would, however, require considerable costs, and therefore practical discussions among JICA, implementing countries and recipient countries will be needed. The following system is suggested here as a possible solution; that JICA will bear the expense for the initial needs analysis and the follow-up study, and if it is clarified that the training course has achieved the expected outcomes, then may decide to continue with the consequent training course. After the second one, the recipient organizations will be responsible for summarizing the needs and notifying them to the implementing organizations.

## **10 Region specific Issues and Recommendations**

### **(1) Asia Region**

#### **a) Reviewing JARCOM Framework**

Although JARCOM make an effort to formulate training courses based on need, such courses are not necessarily formulated in practice. Moreover the positioning of JARCOM is not consistent between JICA and the implementing countries. Thus, a more efficient system should be devised in order to increase the options for JARCOM, in which 1) JARCOM's roles and responsibilities are specifically defined, 2) the development needs of recipient countries are better acknowledged, 3) training can be implemented as a input of JICA's technical cooperation project, and 4) training can be formulated to share the knowledge, technique and experiences among JICA's technical cooperation projects in ASEAN region.

#### **b) Facilitation for Reconsidering the Features of Partnership**

PPs are the program in which Japan and a partner country jointly conduct Support for SSC for SSC towards other developing countries, and it is hoped that the partner country holds equal positions with Japan even when the funds are not equally shared for implementing the Support for SSC. The following are suggested as necessary measures for better cooperation among PP countries, and for the future expansion of Support for SSC.

- When engaging in projects with a partner country of PP, the type of projects whether it

would be “PP-programs (where partners take equal roles)” or “Japan’s programs with some support of the partner country” should be clarified. This will enable the objectives of the projects to be set more clearly. Then the proportion of these two types of projects should be carefully considered. In order to make effective use of limited funds, the technology and experience of the developing countries are very valuable. Therefore, PPs should be increased, and the joint projects under the PPs should be given more recognition.

- Once it’s decided to formulate as a PP project, JICA and the PP-partner country should make suitable implementation plan and structure, carefully considering the partner country’s ODA policies and their budget.

### **c) Rearrangement of the Perception of International Commitments**

In recent years as the modalities of Support for SSC have diversified, it needs to rearrange the approach of international commitments as the basis of implementation of cooperation. At present, international commitments between Japan and implementing/recipient countries are determined according to the main bodies of the implementation of activities. For example, in the case of TCTPG held in Thailand, international commitment is concluded assuming that the aid is provided to the training implementing country. The proper recipient is however the recipient country that dispatches trainees, thus the Thai side expresses a doubt on concluding an international commitment with Thailand that provided the assistance.

In order to improve the situation, the international commitments in Support for SSC should be principally considered as the aid to recipient countries. In clarifying the principle, the relationship among Japan and implementing/recipient countries becomes clear. Afterward the modalities of individual assistance should be worked out.

## **(2) Latin America Region**

### **a) Promoting the Support for TCDC**

Since the countries in Latin America Region share a lot of common features including languages, culture, and history, the needs of recipient countries for Support for SSC are high. The implementing countries are also positive about Support for SSC, as a form of horizontal cooperation. The number of Chile’s cooperation programs to other countries in the region has been increasing, and the programs are achieving expected outcomes. The intra-regional network has also been formed around Chile. Through these actions, Chile has been established as a new donor country in Latin America region.

The ODA budget of Japan for this region is on the decline, and the importance of effective and efficient use of the aid resources is essential. Therefore, Japan’s support for Chile’s cooperation

projects to other countries, such as TCDC projects, will be beneficial. TCDC is an effective type of cooperation for achieving positive outcome with limited funds from Japan, as well as for maintaining Japan's presence in the region. Therefore, it is recommended that the support for TCDC should be positively promoted.

#### **b) Promoting the Partnership with Consideration for the Ability of the Implementing Country**

Although Japan has concluded JCPP with Chile, the Japan's aid strategies precedes that of Chile's, in actual implementation of Support for SSC. As mentioned above, the Chile's capability as a donor country has been steadily developing. It is expected that, before long, Japan and Chile will become equal partners, instead of being in vertical relationship, and conduct the programs jointly. On the other hand, the approaches of Japan and Chile towards international cooperation are quite different in that Japan strongly requires the immediate effects of each specific project and country, while, Chile tries to broadly accommodate common needs of multiple recipient countries.

Therefore, for the effective Support for SSC in this region, the need of close discussion with implementing countries should be emphasized for formulating and implementing the projects. The following aspects should also be taken into consideration; 1) maintaining the Japanese policies on international aid, 2) understanding the conditions for the implementation, such as implementing countries' policies, budget, and partially developed aid delivery mechanisms, and 3) projects being beneficial for both Japan and implementing countries, and 4) achieving positive outcome for recipient countries.

### **(3) Africa Region**

#### **a) Promoting Support on SSC using JICA's Technical Cooperation Projects**

In Africa region, since most of the countries share the similar levels of development, culture, and history, there is no clear distinction between implementing and recipient countries. The countries have horizontal relationships in which all learn from and teach each other depending on the fields the respective countries are good at. Moreover, the human resources available in the region is very limited, therefore, the necessity of fostering the capability of people through TCTPG is extremely high. In this context, the Japan's support for fostering capability of people has been highly appreciated. In Africa region, JICA's technical cooperation projects have been the main form of implementing SSC Support, and the projects have been producing reasonable outcomes.

Considering such present situation of the region, it is recommended that JICA should continue with the use of JICA's technical cooperation projects in promoting Support for SSC, while cooperating with the neighboring countries through the projects. For this, forming a network and establishing the cooperation structure among JICA's technical cooperation projects in the region will be necessary.

## **b) Support on SSC in Africa Region where Sustainability of Support is Low**

Japan has just committed to increase aid to Africa region, and the development of this region is still much lower than other regions. Therefore, it is essential that Japan continues to support this region. In this context, SSC has merits in this region in terms of efficient use of limited resources and relevancy. However, the countries in this region still show great difficulty in sustaining the effects of projects by itself in the aspects of finances and autonomous management. Therefore, for any SSC support projects, JICA's continuous support would be essential.

For this reason, the sustainability should not be discussed at this stage as in the other regions. At present, it is more important to set practical objectives, as suggested below, including how they should be implemented and for how long.

- Support for SSC in Africa region should continue to be implemented as a part of JICA's technical cooperation projects. In particular, they should be positioned as a part of inputs into recipient countries of the technical cooperation projects.
- Support for SSC should not become the ultimate "objective", but rather, it should only be used when their cost efficiency is better than other types of schemes. It should be made clear to all JICA staff that Support for SSC is only a means to achieve outcome, but not an objective.
- Support for SSC should only be chosen over other types of cooperation, 1) when the effects in the recipient countries are expected to be great; that is when extended effects on organizational level are expected rather than limited on individual trainees, and also 2) when some form of JICA's direct support to the recipient country can be expected.
- The majority of SSC support would be implemented in the form of TCTP and TCED programs which take place in the region. However, when the expertise necessary for the program cannot be found in the region, as in a project where advanced technology is required, the possibility of cross-regional cooperation should be considered.
- Asia-Africa cooperation, a type of SSC is partly managed by the JICA Regional Support Office for Eastern and Southern Africa. The mechanism of identification of African needs, research of Asian resources, and their matching is being examined by JICA. It would not be enough when these works are conducted by only one staff in the office. Since matching the needs and resources is an extremely important task, it is recommended that the number of staff in the JICA office should be increased, and that some staff in JICA Offices in Asia region should be assigned to carry out resource research on Asia.

# **Chapter 1**

## **Evaluation Study Outline**

# **Chapter 1      Evaluation Study Outline**

## **1.1          Study Background and Objectives**

### **1.1.1      Japan and South-South Cooperation Support Activities**

During the 1950s, while still receiving considerable volumes of foreign assistance for reconstructing the country after having been damaged by war, Japan decided to join the so-called Colombo Plan in 1954. As a donor country, Japan began to provide with technical cooperation assistance via accepting trainees from other developing countries. As an initial contribution to “South-South Cooperation (SSC),”<sup>1</sup> Japan started to play since 1974 a role within the umbrella of the “Third Country Training Program (TCTP)”. In addition to this, the Japanese support for SSC included its participation in initiatives such as the one known as “Third Country Expert Dispatch (TCED),” and the “Partnership Program (PP),” among others. In this sense, Japan has been not only providing with technical cooperation to developing countries, but also playing an active role as a partner linking and facilitating their mutual development and understanding. This experience and the outcomes resulting from the Japanese participation in the initiatives mentioned above may be considered as unique and can rarely be found in other donor countries.

### **1.1.2      Study Background**

According with the statement appearing in the revised “ODA Charter” approved by the Japanese Government in August 2003, “Japan is to promote SSC actively in collaboration with those developing countries, not only in Asia but also in other regions of the world, that show a more advanced path in their development. Apart from strengthening and consolidating its assistance within the framework of regional cooperation, Japan is also to continue providing support for wider cooperation efforts and initiatives involving various countries.” Taking into consideration this rationale as a base for intervention, JICA Mid-Term Plan expanding from October 2003 to March 2007 clearly stated that “JICA support for SSC-related activities should be enhanced to promote effectively capacity building in developing countries, lead to an increase in aid resources, and promote intra-regional cooperation.” Linked to these considerations, and in order to facilitate JICA’s relationship with SSC, JICA decided to set up a so-called “Issue-Specific Taskforce on SSC” in the fiscal year (FY) of 2003.

With a view of analyzing SSC support activities’ outcomes, the common practice until now has been to evaluate each particular TCTP at the end of its implementation period via using five evaluation criteria that are quite similar to those used for the study of technical cooperation projects. Furthermore, a cross-sector analysis on SSC was also conducted during FY 2000 with the purpose of evaluating TCTP and TCED programs carried out in Thailand and Singapore.

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<sup>1</sup> To be referred as “support for SSC.” For the corresponding definition, see please Chapter 2.

Japan and countries in Latin America and other regions have signed several PPs since then. New SSC projects have thus continued to be carried out. Thanks to the said PPs, new schemes of SSC are possible by applying different collaboration schemes, such as TCTP and TCED programs, within a uniform and common strategy. Additionally, possible adjustments to be undertaken in relation with SSC support activities have become clearer for JICA. This has been possible due also to the work performed in this context by the “Issue-Specific Taskforce on SSC.” Issues to be now considered include, among others, how the SSC concept is to be approached within the framework of JICA’s cooperation strategies, or how SSC projects can contribute effectively to recipient countries’ development.

For instance, according to JICA’s “Thematic Guidelines on South-South Cooperation,”<sup>2</sup> relevant elements composing JICA’s ‘Support for South-South Cooperation’ can increase and improve notably the quality of JICA assistance and expand significantly the impact of Japan’s international collaboration efforts. Nevertheless, at the time when the range, cases and schemes of JICA’s activities related to the ‘Support for South-South Cooperation’ have expanded considerably, various objectives and solution methods have been intermixed, from which conflicts of interest and criticism among the concerned stakeholders have emerged. Some concern remains thus in the sense that the main outcomes of JICA’s ‘Support for South-South Cooperation may be explained only difficultly on occasions.’<sup>3</sup>

Within this context, JICA decided to carry out an Evaluation Study (“the Study”) aiming to both, understand and comprehend SSC-related achievements, and deduct lessons that could contribute in practice to make JICA’s support for SSC more effective and efficient.

### **1.1.3 Study Objectives**

The main objectives of the Study may be presented as follows:

- (1) To realize and analyze the circumstances under which SSC support activities have been structured to date among implementing and recipient countries and Japan, and the way any common interaction has taken place, and, in addition to this, classify and study the development policies’ positioning and strategies of the said three types of stakeholders.
- (2) To analyze the extent of contribution and effects of JICA’s support in collaboration with implementing and recipient countries of SSC on the development of the said countries, and
- (3) To recommend future improvement measures in order to achieve a more effective and efficient JICA’s support for SSC from a strategic, systematic and operational aspects covering both, planning and implementation stages.

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<sup>2</sup> January 2005, JICA

<sup>3</sup> JICA’s “Thematic Guidelines on South-South Cooperation” p.7



## **1. 2 Evaluation Framework**

### **1. 2. 1 Basic Principles**

In evaluation terms, the Study was carried out taking permanently into consideration the following basic principles:

- (1) SSC Support Activities' Range
- (2) Comprehensive Evaluation of JICA's Plural SSC Schemes and Their Interrelated Application
- (3) Evaluation Carried Out from the Point of View of Both, SSC Implementing, and Recipient Countries
- (4) Provision of Specific Recommendations for a More Effective and Efficient Design and Implementation of SSC Support Activities

#### **(1) SSC Support Activities' Range**

Promotion of more effective and efficient collaboration frameworks of Japan's assistance was considered to be one of the most important objectives for Japan's SSC support activities in the past. This should be categorized separately according to the principle of SSC support activities<sup>4</sup> aiming at the sustainable development of each developing country through mutual cooperation among them however, as JICA's Issue-Specific Taskforce on SSC deems both groups of activities as constituting support for SSC, the Study follows it.<sup>5</sup>

#### **(2) Comprehensive Evaluation of JICA's Plural SSC Schemes and Their Interrelated Application**

Until now, Japan's SSC schemes integrating TCTP and TCED programs count on a larger history than other similar SSC initiatives. Apart from the said programs, SSC support activities are also being implemented taking as a base PPs that serve as a comprehensive framework through which the different Governments of Japan and their counterparts in developing countries have been supporting the efforts of other developing countries and regions. In addition to this, Japan has promoted SSC support activities via other schemes, such as triangular cooperation frameworks in collaboration with developing countries and which aim was to contribute to other developing countries' development. A case of this might be the rural development programs carried out in Cambodia through the UNDP Human Resources Development Fund. Further, technical assistance to new emerging donor countries in order to develop their capacity as such, and support activities for promoting regional cooperation via institutional mechanisms, such as ASEAN, differ from those Japanese conventional technical cooperation programs. It is not a question of dealing separately one by one with SSC-related projects in the Study, but of evaluating all SSC programs and initiatives in a systemic and comprehensive way. Observing this approach as a guide, and in addition to carry out the

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<sup>4</sup> For a definition of this term, see please Chapter 2.

<sup>5</sup> JICA Thematic Guidelines on South-South Cooperation

corresponding analysis of “case studies” pertaining to different SSC support projects, a “Questionnaire Study” was decided to be undertaken in order to complement the results obtained from the case studies.

### **(3) Evaluation Carried Out from the Point of View of Both, SSC Implementing, and Recipient Countries**

At a moment when JICA SSC initiatives are becoming increasingly wider and more plural, and the number of concerned stakeholders is also increasing, it is to be concluded that there exists some divergences between JICA SSC activities’ concept and aid implementing and recipient countries’ positioning that deserves particular attention.<sup>6</sup> Taking this issue into consideration, an evaluation was to be performed in order to integrate implementing and recipient countries’ views on the extent to which the Japanese SSC concept is of acceptance in the said implementing and recipient countries, the strategic consideration of SSC support activities adopted in those countries, the eventually speculative background<sup>7</sup> in the same countries when Japanese SSC support activities are implemented, the extent of understanding of the outcomes of SSC support as well as the interest that can be found in such countries in receiving the said SSC support activities.

As stated above, JICA’ SSC support activities had originally as a mission the development and diffusion of outcomes pertaining to the technical assistance offered by Japan. For this, activities were focused on TCTP. Currently, however, the considerable importance has been claimed on the effectiveness on the development of recipient countries. This consideration has started to be also particularly observed when evaluating JICA’s SSC support activities’ results. Furthermore, the introduction of the “Poverty Reduction Strategic Plan” (PRSP), and other complementary programs, continues also to exert a powerful influence in the organization of policy structures in different recipient countries. For this, any eventually required assistance adjustment frameworks such as donor coordination are also been taken into consideration. Within this background, the outcomes for recipient countries derived from the implementation of JICA SSC support activities were also to be integrated at this time in the corresponding research.

### **(4) Provision of Specific Recommendations for a More Effective and Efficient Design and Implementation of SSC Support Activities**

JICA’s support for SSC is expected to exert a considerable influence in increasing Japan’s international profile in assistance programs in general. In order to be fully aware of what should be done to maximize such potential, and eventually improve the quality of SSC support activities, the Study has tried to extract practical recommendations from the results obtained.

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<sup>6</sup> Thematic evaluation on South-South Cooperation, 2001

<sup>7</sup> Such as diplomatic or political considerations or strategic needs or needs related to interest in strengthening capacity

## 1.2.2 Evaluation Targets and Questions

The Study is structured containing the following evaluation targets and questions:

### (1) Evaluation Targets

It has been previously mentioned that the evaluation targets refer to the complete set of initiatives pertaining to JICA's SSC support activities, and not to individual projects. The regions the evaluation is to take place are: Asia, Latin America and Africa. It is deemed as a necessary requisite that one or two of the corresponding countries where the specific field survey is to be performed are selected each from implementing and recipient countries located in the above regions. After having discussed this issue with the corresponding JICA personnel, the countries below were chosen.<sup>8</sup> The projects to be analyzed as case studies in this evaluation have been selected based on the characteristics and evaluation focus for each region.<sup>9</sup> The above-mentioned questionnaire study was conducted in all JICA's overseas offices (exception made of JOCV offices). It was also decided not to target directly "Asia-Africa Cooperation" in the Study.

|                |                      |                                      |
|----------------|----------------------|--------------------------------------|
| Asia:          | Implementing country | - Thailand, Indonesia (ASEAN office) |
|                | Recipient country    | - Cambodia, Laos                     |
| Latin America: | Implementing country | - Chile, Mexico                      |
|                | Recipient country    | - El Salvador                        |
| Africa:        | Implementing country | - Kenya                              |
|                | Recipient country    | - Uganda                             |

Moreover, JICA internal evaluation pertaining to the status of JICA support for SSC continues. In this sense, the "South-East Asia Region Implementation Plan (Draft)"<sup>10</sup> deals with the analysis of eventual trends that can possibly be observed in JICA's support for SSC in South-East Asia. In the document in question, different recommendations are presented for a more effective and efficient operability of the corresponding activities through a "system improvement plan aiming at the promotion of JICA support for SSC."<sup>11</sup> Taking all these considerations into account, the Study has only considered for its analysis the information available to the Study Team up to November 2005.

### (2) Evaluation Questions

Based on the three study objectives that appear in Table 1-1, key evaluation questions are formulated in the Study. Question (i) refers to Objective (1); Questions (ii) and (iii) refer to Objective (2); and Question (iv) refers to Objective (3).

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<sup>8</sup> For information on selection criteria, see please attached Appendixes No. 1 and 2.

<sup>9</sup> Please refer to beginning of Chapter 3.

<sup>10</sup> JICA internal documents, JICA Asia Group 1, September 15<sup>th</sup>, 2005

<sup>11</sup> JICA internal documents, South-South Cooperation Task-Force, September 2005

Table 1-1 Objectives and Evaluation Questions

| Objectives | Key Evaluation Questions  |
|------------|---|
| (1)        | (i) How do JICA's SSC support activities' stakeholders mutually interact, and what type of relationships do they nurture? (SSC support activities' stakeholders include here Japan, implementing and recipient countries, JICA offices, agencies in charge of international cooperation (ACICs), and implementing and recipient organizations). |
| (2)        | (ii) What do the contribution and effects of SSC support activities mean?<br>(iii) Are there any contribution and effects on SSC support activities?  |
| (3)        | (iv) Are SSC support schemes (e.g. TCTP, TCED, PP) systemized in order to manage efficiently those activities necessary for the achievement of SSC support activities' objectives <sup>12</sup> ?   |

### 1.2.3 Evaluation Methods

The link between the analysis workflow and the evaluation questions pertaining to the Study is reflected in Figure 1-4 below. The said analysis workflow may be briefly divided into case study analysis, questionnaire study and cross-regional analysis. The recommendations that follow are derived from this structure.

#### (1) Case Study Analysis

As a general rule, data and information collected were re-organized and analyzed along with the considerations set forth below. However, as the current situation pertaining to SSC support activities differs considerably in each particular region concerning their specific application, and with a view to making the existing context and analysis results derived as clear and easy-to-understand and apply as possible, a unified treatment of all regions was not chosen. Instead, it was left to the Study Team members' judgment how to compose and draft the corresponding study in each particular region.

#### a) Clarification of the Institutions Related with SSC

One of the particularities of SSC is the large number of stakeholders concerned. In the case of bilateral support, there are usually three bodies mainly involved on the ground, which are (i) JICA, (ii) the respective implementing organization, and (iii) ACICs, in the recipient country. However, the involvement of a total of six entities is required in SSC projects. These are, apart from the previously mentioned ones, other three organizations acting in the implementing country (Please see Figure 1-1). Having said this, particular attention is given to the analysis of the results obtained through interviews with the personnel of those institutions in each region.

<sup>12</sup> Such objectives are stated in "Efficiency and Increase in the 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).

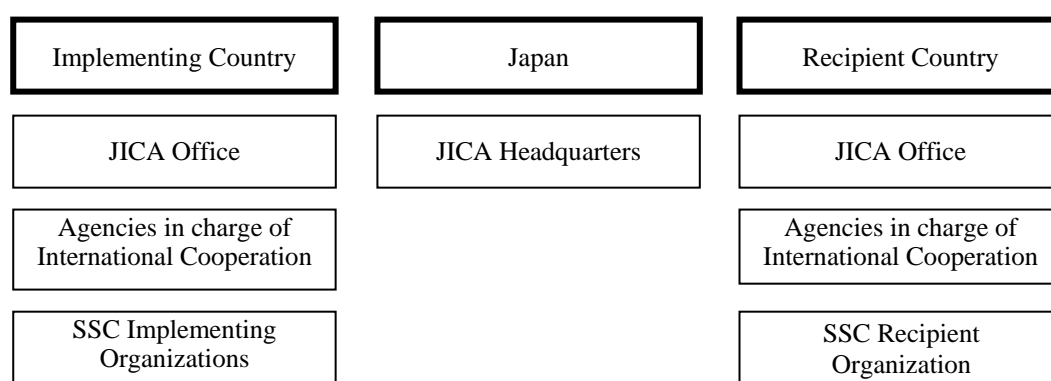


Figure 1-1 Organizations Involved in SSC Support

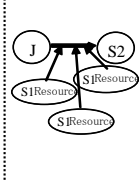
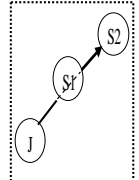
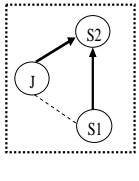
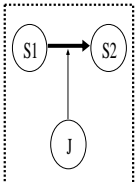
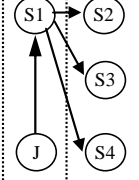
#### b) SSC Project Positioning and Involvement Degree of Concerned Organizations

In relation with the organizations mentioned above, the Study clarified the role played in each SSC project by each organization through analyzing their policies, strategies, planning activities, as well as general positioning. Together with this, the issue of how each organization's positioning is connected with a particular background and purpose was also analyzed. Furthermore, the degree of involvement of each concerned organization in the project in question from the moment of design to execution of the project, as well as the specific function performed, were also carefully observed. Other questions analyzed included how the information pertaining to a particular project was administered and controlled by each organization, and how each project's specificities were recognized as such.

#### c) Five Functional Classifications of JICA's *Thematic Guidelines on South-South Cooperation*

In order to evaluate the activities implemented in practice under the name of SSC support activities, JICA's Issue-Specific Taskforce on SSC classifies SSC support activities in conformity with the following five types of functions connected with the specific projects implemented by JICA, which include TCTP, TCED, PP and regional seminars, among others (See please Table 1-2 and Figure 1-2). The Study adopted such five functions in order to strengthen the understanding of SSC support activities. The said five functions are explained below.

Table 1-2 Five Functional Classifications of SSC Support Activities Based on the *Thematic Guidelines on SSC*

| Function   | Image   | Concept, Definition and Significance  | Target of Support                                       | Conformity with the Country Assistance Strategy toward the End-recipient countries |
|--|---|---|---|--|
| 1. Effective use of the resources of developing countries                            |    | <ul style="list-style-type: none"> <li>Aiming at enhancing impact of cooperation to the end-recipient countries.</li> <li>Employed in the case that human resources and training in Japan can not cope with or that human resources and training in developing countries is much appropriate.</li> </ul>  | End-recipient Countries                                 | Most Necessary   |
| 2. Dissemination of the outcomes of Japan's technical cooperation                    |   | <ul style="list-style-type: none"> <li>Aiming at disseminating the outcome of Japanese technical assistance to other countries or regions. The TCEP and TCED from advanced developing countries is the main activity.</li> <li>The understanding and cooperation of these hub-countries is necessary, as their initiative is not required.</li> </ul>   | End-recipient Countries and their surrounding area      | Necessary  |
| 3. Collaboration among donors  |  | <ul style="list-style-type: none"> <li>Japan and new emerging donor countries collaborate in an equal position and support the end-recipient countries by utilizing each resource.</li> <li>It is necessary that the partner country has the sense of initiative and ownership for the cooperation.</li> </ul>  | End-recipient Countries                                 | Necessary  |
| 4. Support for Technical Cooperation among Developing Countries (TCDC)               |  | <ul style="list-style-type: none"> <li>A developing country or region gives support to others developing countries or regions.</li> <li>Japan provides various forms of indirect support including financial activity and other necessary arrangements. Target both implementing and end-recipient countries. Capacity building of implementing countries is not the primary goal.</li> </ul> | Both End-recipient Countries and Implementing Countries | Basically necessary (to be flexibly adjusted according to the scale of project)    |
| 5. Support for developing countries to become donors (i.e. Support for donorization) |  | <ul style="list-style-type: none"> <li>Japan provides various forms of support to strengthening capacity toward new emerging donor country when it planned and implemented the SSC policy or has a strong incentive of implementation.</li> <li>Japan's technical assistance is limited toward only new emerging donor countries, not expanded to the end-recipient countries.</li> </ul>     | Implementing Countries                                  | Not always necessary   |

Note :

J : Japan

S : Southern countries engaged in SSC or TCDC

Arrow : Inputs (Human, material and other resources)

Areas enclosed with dotted lines indicate the scope and extent of Japan's cooperation activities.

Source: JICA, Thematic Guidelines on South-South Cooperation, January 2005, pp.8-15.

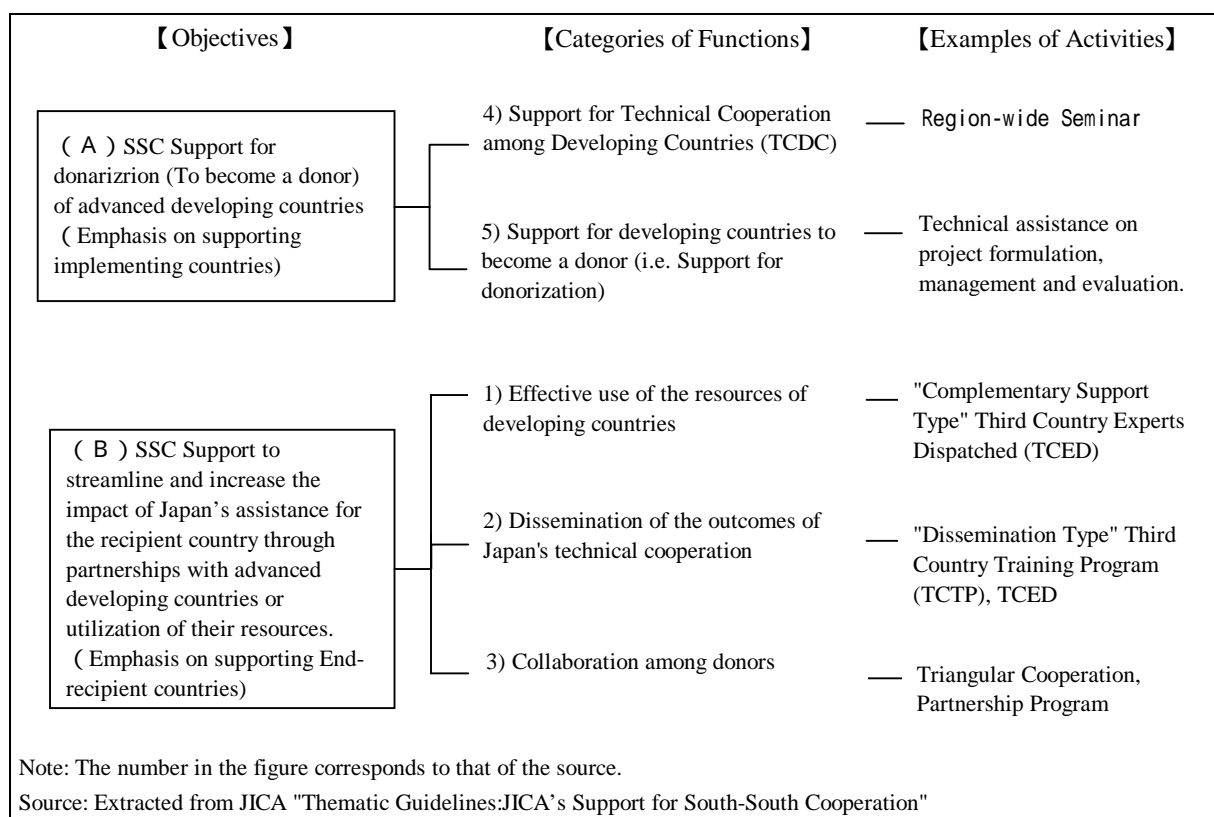


Figure 1-2 SSC Objectives, Functions and Activities

#### d) SSC Contribution and Effects (Outcomes)

As stated in different parts of the Study, the main scheme of JICA SSC support activities is based on TCTP and TCED. The contribution and effects of these programs are considered to be structured along three levels as a process of capacity development of concerned persons or institutions: (1) Individual participating in the training program or receiving the technical transfer from specific experts, or “Individual Level;” (2) Organization dispatching or receiving experts or “Organizational Level;” and (3) Outside of organizations, or “National or Societal Level.” Therefore, the Study analyzes in which particular levels of the said SSC projects any contribution or effect is found, as well as the specific factors in question. The criteria under consideration are treated in the following Table 1-3. It is to be noted that, in the Study, contributions and effects are jointly considered as “outcomes” as well.

Table 1-3 Outcomes Classification

| Contribution and Effect Levels | Contribution and Effect Contents  |
|--------------------------------|---|
| Individual Level               | Improvement of technical or other specialized knowledge of individual by receiving a training program or the guidance of experts  |
| Organizational Level           | Changes in organizations, such as recipient bodies, implementing bodies, and 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 Societal Level    | 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.   |

#### e) Facilitating and Impeding Factors for Outcomes

The analysis performed in the Study has taken into consideration the facilitating and impeding factors that are deemed as exerting an influence on the SSC project outcomes found.

#### f) Issues Related to Promoting SSC

The issues pertaining to SSC promotion were duly analyzed based on the results of the field survey in order to present specific recommendations for a more effective and efficient application of JICA SSC support activities.

#### g) SSC Project Structure Classification

From the point of view of a comprehensive analysis of SSC support activities, the SSC projects targeted in the Study were classified as mentioned below based on the results of the field survey and following analysis. This classification was deemed to be more pertinent after reviewing several different ways of classifications. Therefore, it was decided basically that the analysis be made by dealing the programs in the same classification below as a unit.

|                          |   |
|--------------------------|---|
| • TCTP for Group (TCTPG) | • TCTP conducted as a group training and usually structured independently without being linked to a specific technical cooperation project (official JICA SSC scheme) |
|--------------------------|---|



|                       |  |
|-----------------------|--|
| • Contract-based TCTP | • TCTP conducted as a customized training for a particular recipient organization and often utilized as an input of a specific technical cooperation project |
| • TCED                | • Experts from developing countries dispatched with particular assignments, often utilized as an input of a specific technical cooperation project           |
| • Others              | • Various SSC schemes by regions   |

## **(2) Questionnaire Study**

The following issues were analyzed based on the results obtained from the corresponding questionnaire study targeting JICA offices and liaison offices in implementing and recipient countries.

|  |
|--|
| <ul style="list-style-type: none"> <li>• SSC Positioning and Strategy</li> <li>• Collection and Utilization of Information of SSC Results</li> <li>• Involvement in Planning and Implementation of TCTPG</li> <li>• SSC Follow-up and Outcomes' Understanding</li> </ul> |
|--|

Implementation of the questionnaire study aimed at complementing the outcomes obtained through the performed case studies mentioned above. For this, clarifying some possible SSC points in common after a comparative analysis between implementing and recipient countries and the respective regions, together with extracting some eventual trend patterns and any possible relevant factor in this regard, were issues under consideration.

## **(3) Cross-Regional Analysis**

Based on the outcomes obtained from the questionnaire study and case studies' analysis, and in order to present a series of recommendations on future SSC support activities, an analysis underlining a comparison approach on common features and differences pertaining to current situations, outcomes and issues among regions was performed.

### **1.3 Evaluation Procedures and Data Collection Methods**

The Study was conducted from July 2005 to March of 2006, and structured as follows.

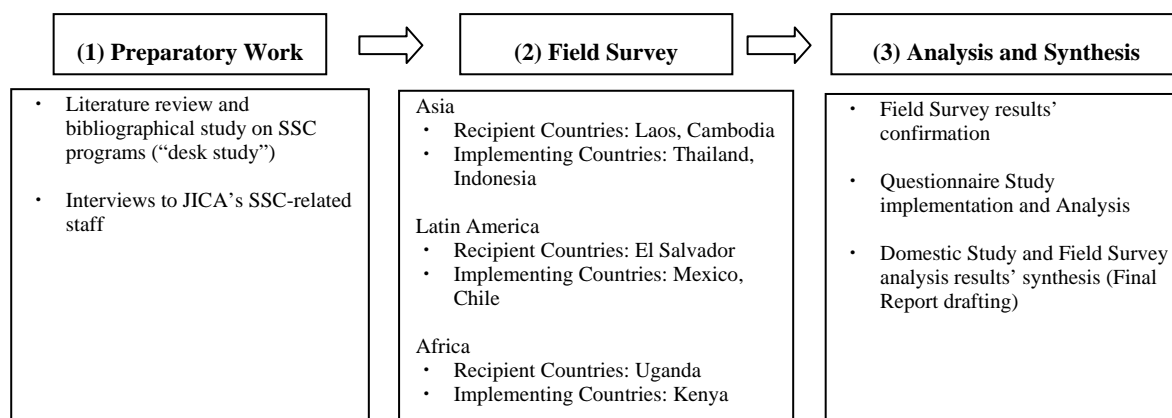


Figure 1-3 Evaluation Procedure

## (1) Preparatory Work

### a) Literature Review and Bibliographical Study on SSC Programs (“desk study”)

The corresponding Preparatory Work was performed during July and August of 2005 by reviewing related documents such as terminal evaluation reports of TCTPG and JICA SSC-related report studies. The policy of Japanese Government, as well as that of other institutions on SSC projects, was also scrutinized.

### b) Interviews to JICA Officials

Hearing sessions with JICA Officials in different departments of JICA Headquarters and meetings with the Discussion Committee of JICA were carried out for obtaining the said personnel’s opinion on SSC support activities in each region as well as on the contents of the Study. Interview questions were structured in conformity with the Field Survey contents.

## (2) Field Survey<sup>13</sup>

Each Field Survey was conducted during twenty days either in Asia, Latin America or Africa, covering the projects in question.<sup>14</sup> The Study Team visited both implementing and recipient countries and conducted interviews to the corresponding stakeholders. In implementing countries, these stakeholders included ACICs, any type of TCTP and TCED program implementing organizations, the concerned government ministries and JICA overseas offices. Similarly, in recipient countries, the Study Team interviewed ACICs, any type of TCTP and TCED program recipient organizations, the concerned government ministries, as well as the specific project sites and JICA overseas offices. TCTP instructors for any type and third country experts who were dispatched through TCED programs were also interviewed.

<sup>13</sup> See Appendix 3 for schedule of field survey and Appendix 4 for the list of interviewees in the Field Survey.

<sup>14</sup> Between August 21 and September 9 in Asia, between August 28 and September 16 in Latin America, and between September 4 and 23 in Africa

### **(3) Analysis and Synthesis**

#### **a) Questionnaire Study**

Based on the results obtained through the hearing sessions with the concerned stakeholders and the literature review pertaining to the Preparatory Work, a questionnaire study was conducted. The pre-test of the draft questionnaire was conducted during the Field Survey in Asia and Latin America. The corresponding questionnaire sheets were completely drafted and distributed to 80 JICA offices over the world, including 57 JICA overseas offices and 23 field offices, as well as to 80 ACICs acting as counterparts of the same JICA offices. A total of 53% of JICA offices and 43% of ACICs replied to the questionnaire study in question.

#### **b) Preparatory Work, Field Survey and Questionnaire Study Results' Synthesis (Final Report)**

After collecting information from the Field Survey and Questionnaire Study, analysis and synthesis of the corresponding results for each region were performed. Based on such results, meetings with JICA Discussion Committee Members were held, and recommendations were finalized.

### **1.4 Study Team Composition**

#### **(1) Study Team Members**

The Study Team is composed of the members listed below.

| Name            | Position  | Company/Organization                             | Study area    |
|-----------------|---|--|---------------|
| Hiroshi Okabe   | Leader  | Kaihatsu Management Consulting, Inc. (KMC)       | Africa        |
| Koichi Miyoshi  | Evaluation Method/Evaluation Planning                   | Ritusmeikan Asia Pacific University (APU)        | Asia          |
| Mimi Sheikh     | Policy Evaluation                                       | International Development Center of Japan (IDCJ) | Latin America |
| Kenichi Machida | Cooperation Impact Evaluation in Implementing Countries | Kaihatsu Management Consulting, Inc. (KMC)       | Africa        |
| Miyuki Okamura  | Cooperation Impact Evaluation in Recipient Countries    | Kaihatsu Management Consulting, Inc. (KMC)       | Latin America |
| Nariman Dahlan  | Statistical Analysis                                    | Ritusmeikan Asia Pacific University (APU)        | Asia          |

#### **(2) Report Drafting Members**

The members in charge of drafting this report are: (\* indicates main drafter)

Chapter 1: Hiroshi Okabe\*, Miyuki Okamura

Chapter 2: Hiroshi Okabe, Miyuki Okamura\*

Chapter 3 Section 3.1: Koichi Miyoshi

Section 3.2: Mimi Sheikh

Section 3.3: Hiroshi Okabe, Kenichi Machida\*

Chapter 4: Koichi Miyoshi\*, Nariman Dahlan

Chapter 5: Hiroshi Okabe, Koichi Miyoshi\*

Chapter 6: Hiroshi Okabe\*, Koichi Miyoshi

### (3) Discussion Committee

The members of the JICA Discussion Committee were:

| 【Office of Evaluation, Planning and Cooperation Department】 |  |
|---|--|
| Hisako Miwa   | Group Director, Office of Evaluation   |
| Kazuaki Sato  | Team Director, Evaluation Planning and Coordination Team   |
| Akihisa Tanaka  | Country and Thematic Evaluation Team   |
| Makoto Iwase  | Evaluation Planning and Coordination Team  |
| Toru Kobayakawa   | Evaluation Planning and Coordination Team  |
| 【Issue-specific Task Force on SSC】                          |  |
| Tomoshi Murosawa  | Deputy Director General, Regional Department III (Latin America and the Caribbean)                             |
| Naoki Kamijo  | Team Director, Administration Team, Regional Department III  |
| Eiji Iwasaki  | Team Director, Environmental Management Team, Group II (Environment Management), Global Environment Department |
| Narutoshi Takehara  | Program Planning Team, Planning Group, Planning and Cooperation Department                                     |
| Chiemi Kitada   | Supporting Unit for the Task   |
| 【Regional Departments】                                      |  |
| Susumu Katsumata  | Team Director, Southeast Asia Team II, Group I, Regional Department I (Southeast Asia)                         |
| Nobuyuki Konishi  | Chief, Southeast Asia Team IV, Groupe II, Regional Department I (Southeast Asia)                               |
| Takemichi Kobayashi   | Regional Department IV (Africa)  |



## **Chapter 2**

# **An Overview on JICA's Support to South-South Cooperation**

## **Chapter 2     An Overview on JICA’s Support to South-South Cooperation**

### **2.1         South-South Cooperation Definition**

Unlike the traditionally accepted definition based on aid relations of geographically vertical character between the South and the North, the SSC concept here used is formulated based on horizontal cooperation patterns among southern countries. Although there is a lack of a universally accepted definition, it is generally considered that the SSC concept comprises both, TCDC and ECDC. UNDP defines SSC as “a means for promoting effective development levels among developing countries via learning and sharing best practices and technology.”<sup>1</sup>

In this sense, JICA’s Issue-Specific Taskforce on SSC defines “SSC” and ” Support for SSC” in the following terms:

- “SSC” concept: Mutual cooperation aimed at fostering self-sustaining development that involves deepening relations among developing countries, while implementing technical and economic cooperation.
- “Support for SSC” concept: A combination of Japanese development cooperation and the resources of developing countries, or various forms of support by developed countries and international organizations for the above-mentioned SSC

The Ministry of Foreign Affairs of Japan has not presented a final conceptual definition on this issue. Nevertheless, such a definition may be inferred from the “ODA White Paper,” as well as from particular remarks pronounced by Cabinet Members including the Prime Minister and the Minister of Foreign Affairs, at international conferences. One of such declarations that can be used as an example states that “South-South cooperation is a form of assistance provided by more developed countries using their experience and human resources in order to support other (less) developing countries (especially in a form of technical cooperation).”<sup>2</sup>

### **2.2         Global Trends<sup>3</sup> and Japan’s Policy**

#### **2.2.1       Historical Background**

Economic and technical cooperation has been traditionally deemed as a linear flow moving from northern developed countries to southern developing countries. This approach considering the SSC concept as a horizontal cooperation relation among southern countries dates back from the 1970s. In this context, the “Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation among Developing Countries” endorsed by the international conference held in Buenos

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<sup>1</sup> <http://www.undp.or.jp/tcdc/framework.html>

<sup>2</sup> Ministry of Foreign Affairs, Official Development Assistance White Paper, 2003, available at [http://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/hakusho/03\\_hakusho/ODA2003/html/honpen](http://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/hakusho/03_hakusho/ODA2003/html/honpen)

<sup>3</sup> Please see Appendix 5 for more information on the historical background of the international trends pertaining to SSC, and Appendix 6 for information on SSC frameworks of other donors.

Aires in 1978 formulated the first clear definition of what constitutes the real character of SSC. As the said Action Plan also recommended practical actions, it may well be treated as the real origin of SSC. After the Action Plan, the characterization of SSC has been developed through two different channels: One, support by donors such as the United Nation (UN); being the other, initiatives by developing countries themselves.

### **(1) SSC Initiatives at UN**

The United Nations General Assembly set up in 1972 a TCDC working group, and complementarily, UNDP established the TCDC Special Unit. A little later, in 1975, the governing committee adopted the generally named “New Dimension” Plan. As a result of its initiatives in the field, the UNDP was to become the UN central agency in charge of promoting SSC.

To convene the High Level Committee in charge of reviewing TCDC programs is one of the major SSC-related activities at the UNDP venue. The first High Level Committee on TCDC was held in 1980. Since then, the said Committee has been meeting every two years in order to promote further the Buenos Aires Plan of Action of 1978. The strategic SSC promotion focus was adopted in 1995. Within this context, priority areas cover trade and investment, debt, environment, poverty reduction, production and employment, macro policies, education, health, technical transfer and rural development. Furthermore, UNDP implements a considerable number of activities expanding from international SSC conferences’ administration to SSC coordinating assistance between developing countries and UN agencies, or information sharing and SSC institutional development. In 1997, the UNDP identified so-called “Pivotal Countries” as those exerting an active role in dealing with SSC matters. In this sense, today a total of 26 countries are considered as such.<sup>4</sup> The “Special Unit for TCDC” was renamed as “Special Unit for SSC” by UNDP in 2003. From that particular moment, the term “SSC” has been generally accepted without further reserve.

### **(2) Developing Countries’ SSC Initiatives**

The so-called Group of the 77 (G-77) has been actively promoting SSC in terms of collective self-assistance among southern countries. The G-77 was established in 1964 by 77 developing countries attending the first session of the United Nations Conference on Trade and Development (UNCTAD). This session was celebrated with the purpose of promoting its members’ collective efforts and initiatives in the fields of political, economic and social equity and development. In 1981, it adopted the “Caracas Program of Action” pertaining to TCDC programs; and in 1997, the “San José Declaration” and its corresponding “Plan of Action.” This represented a modified version of the Caracas Program of Action, one of SSC-related resolutions and declarations. All this showed how the G-77 attempted to insert its agreements into different UN Resolutions. The same G-77 set up in 1983

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<sup>4</sup> The 26 countries that UNDP has identified as Pivotal Countries are as follows: Argentina, Brazil, Chile, China, Colombia, Costa Rica, Cuba, Egypt, Ghana, India, Indonesia, Malta, Malaysia, Mauritius, Mexico, Nigeria, Pakistan, Peru, the Republic of Korea, Senegal, Singapore, South Africa, Thailand, Trinidad and Tobago, Tunisia and Turkey.



the “Pere-Guerrero Trust Fund” in order to obtain seed money for implementing the initiatives contained in the previously mentioned “Caracas Program of Action.” During its first “South Summit” in 2000, the G-77 adopted the “Havana Program of Action” describing SSC as one of the effective means for dealing correctly with globalization issues. Later, during the G-77 High-level Conference on SSC in 2003, its Member Countries reviewed the progress to date and carried out a mid-term evaluation of the Havana Program Action.

The “Non-Aligned Movement” (NAM) set up in 1961 has also addressed the relevant signification of SSC from the similar viewpoint of the G-77. The NAM adopted a formal resolution on SSC during its 10<sup>th</sup> Summit in 1992.

## **2.2.2 Japan’s SSC Support Policies**

### **(1) SSC Policy in the ODA Charter**

The Government of Japan commenced its technical cooperation once the country became a member of the so-called “Colombo Plan for Cooperative Economic Development in Asia and the Pacific” (the “Colombo Plan”). This initiative was adopted as a result of a Cabinet’s decision in October 6, 1954, at a moment when the country was still in a period of reconstruction from World War II. Since 1974, Japan has been conducting TCTP with a view of extending its achievements in technical cooperation to other nations in a way that has respected developing countries’ sense of ownership, without preventing any required change in the scheme of technical cooperation that was more appropriate to the case.

The ODA Charter adopted by the cabinet in June 1992 considered SSC for the first time as a strategic program of ODA. It set forth that “Japan is to contribute for expanding the utilization of enough valuable knowledge and technologies possessed by other developing countries.” The ODA Mid-Term Policy issued in August 1998 addressed SSC-related effects pertaining to “cost reduction due to cooperation among neighboring countries and effects of appropriate technology sharing due to similarities in language and culture among developing countries.”

A new ODA charter adopted in August 2003 reinforced the idea that Japan is to maintain its intention to promote actively support for SSC. In reply to the drastic global changes starting in the 1990s, Japan reviewed its previous ODA Charter. In the new ODA Charter, the country is to articulate the promotion of SSC-related programs and initiatives by collaborating with advanced developing countries such as Asian countries, strengthening collaboration with regional cooperation frameworks, and supporting region-wide cooperation in general. The new ODA Mid-Term Policy released in February 2005 stated the importance of Japan’s support to increase the sense of ownership among developing countries, and coordinate and collaborate with the international society. Promotion of SSC was raised to become a principle of the ODA Charter in the sense of its relevance to solve critical issues, such as poverty reduction, sustainable development, global issues, or peace building efforts.

## (2) Statements by Japanese Government at International Conferences (such as UN General Assembly)

Recently, the Government of Japan has strongly underlined again its will to support SSC (see Table 2-1). In 2005, on the occasion of the implementation of its mid-term review concerning the “Millennium Declaration” and “Millennium Development Goals” (MDGs), the UN Millennium Project Reports have reinforced the commitment of the relatively-advanced developing countries towards active support for the less (or least) developing countries. Within this context, the Government of Japan strongly presented its formal commitment toward SSC support during the “DAC Non-OECD Emerging Donor Countries Members’ Conference” in February 2005, the “Asia-Africa Summit” (“Bandung Conference”) in April 2005, as well as during the High Level Conference on SSC in May 2005. The “2005 World Summit Outcome Document” adopted at the United Nations General Assembly during its 60th Session in September 2005, also referred to the outcomes, great potential and the necessity for further promotion of support for SSC.<sup>5</sup>

In terms of financial support, the Government of Japan has also been actively supporting SSC. In this sense, Japan began its financial contribution to SSC on the occasion of the Colombo Plan of 1994 and set up immediately later in 1996 the Japanese UNDP Human Resources Development Fund. With a fair title, Japan is considered to be a unique donor country among developed nations having articulated in a correct way the fundamental relevance of the active promotion of SSC in its policy.

Table 2-1 SSC Discussions at G8 Summits

| Month/Year | Name of Summit             | Discussion and Documents Adopted  |
|------------|----------------------------|---|
| June, 1997 | Denver Summit              | Declared a plan for the “International Conference on South-South Cooperation”. Announced plans for the “Second Asia-Africa Forum” and the “Okinawa International Conference on South-South Cooperation,” which were subsequently held in the same year (1997).  |
| June, 2002 | Kananaskis/Whistler Summit | Adopted the “G8 Africa Action Plan”, which is a compiled measures to support and cooperate with the New Partnership for African Development (NEPAD) planned by Africa’s initiative. The schedule for TICAD III (September 2003) was announced.  |
| June, 2003 | Evian/Paris Summit         | African representatives submitted a progress report on the “G8 Africa Action Plan” to G8 leaders.   |
| July, 2005 | Gleneagles Summit          | Adopted a special paper concerning the support for Africa. Japan declared its aid provision based on the “Japan’s Initiative for Cooperation for Africa”. G8 agreed to provide further support to Africa, on condition that African countries themselves would take prime responsibility for their development. |

Source: Ministry of Foreign Affairs of Japan Website  
(<http://mofa.go.jp/mofaj/gaiko/summit/index.html>). A list of summits (G7/G8) has links which show detailed information.

<sup>5</sup> Paragraph number 40 of the same document

## 2.3 SSC Support Outcome

### 2.3.1 JICA's SSC Support Outline

#### (1) Third Country Training Program (TCTP)

Started in 1974, among JICA programs in support for SSC, TCTP is the one counting on the longest history. The Annual Report of 1974 states that “TCTP aims at achieving an effective technical transfer among developing countries having similar environments. In this sense, as a donor, Japan is to provide the necessary expenses, such as travel allowance, accommodation, or other activity-related costs, while working together with training implementing countries.”<sup>6</sup>

Table 2-2 TCTP for Group Implementing Results by FY

| Year | Number of<br>Implementing<br>Countries | Number of<br>Courses | Number of<br>Participants |
|------|--|----------------------|---------------------------|
| 1994 | 21                                     | 86                   | 1,489                     |
| 1995 | 20                                     | 89                   | 1,662                     |
| 1996 | 23                                     | 100                  | 1,662                     |
| 1997 | 22                                     | 104                  | 1,750                     |
| 1998 | 26                                     | 122                  | 2,240                     |
| 1999 | 30                                     | 128                  | 2,293                     |
| 2000 | 29                                     | 130                  | 2,246                     |
| 2001 | 33                                     | 133                  | 2,189                     |
| 2002 | 33                                     | 139                  | 2,250                     |
| 2003 | 34                                     | 151                  | 2,335                     |

Source : "JICA Thematic Guideline on SSC", 2005, p.30-31

It is the general 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. This way, JICA can transfer the corresponding Japanese skills and expertise to trainees in other developing countries in conformity with local conditions and requirements. This type of training to third countries is given to either groups or individuals. Group training is conducted by bringing together personnel engaged in the subject field from neighboring developing countries. Individual training is given mainly to JICA counterparts dealing with and well accustomed to handle technical cooperation projects or expert dispatch initiatives implemented in other developing countries. This individual-based training is also carried out when it is judged preferable for the training to be held in a third country rather than Japan in terms of effectiveness and efficiency.

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<sup>6</sup> From “2000 JICA Thematic Evaluation on South-South Cooperation” released in November 2001, pp.1-2

The beginning of TCTP for Group (TCTPG) is seen in the sending of four trainees from Laos to a sericulture technology training center in Thailand in 1976. By the FY 2003, TCTPG had been expanded to cover a total of 34 countries and 2,335 trainees (see please Table 2-2). The same year, TCTPG represented around 14% of all JICA's training programs.<sup>7</sup> Most of the concerned programs are carried out in ASEAN<sup>8</sup> and Latin America regions. In 2003, 42% of TCTPG initiatives were held in ASEAN region, while 22.5% took place in Latin America region (see please Table 2-3).

Table 2-3 Regional Proportion of TCTPG

| Region / Financial Year | FY 1990<br>(%) | FY 1995<br>(%) | FY 2000<br>(%) | FY 2001<br>(%) | FY 2002<br>(%) | FY 2003<br>(%) |
|-------------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| ASEAN                   | 43             | 54             | 48             | 45             | 41             | 42             |
| East and Central Asia   | 0              | 0              | 1              | 1              | 2              | 1.50           |
| South West Asia         | 6              | 2              | 4              | 3              | 4              | 4              |
| Oceania                 | 6              | 23             | 1              | 2              | 1              | 2              |
| Latin America           | 35             | 37             | 19             | 23             | 23             | 22.50          |
| Middle East             | 7              | 11             | 16             | 8              | 18             | 17             |
| Africa                  | 4              | 5              | 9              | 15             | 8              | 8.50           |
| Europe                  | 0              | 0              | 2              | 4              | 3              | 2              |

Examples of implementing countries (FY 2002)

ASEAN – Singapore, Thailand, Malaysia, Philippines, Indonesia

Latin America – Argentina, Brazil, Chile, Mexico

Middle East Asia – Egypt, Tunisia, Morocco, Jordan, Turkey etc.

Africa – Kenya, Ghana, Zambia, Senegal,

Source: JICA, Thematic Guidelines on South-South Cooperation, January 2005, p. 30-31

## (2) Country Expert Dispatch (TCED)

Due to the introduction and upgrading of new SSC schemes in the 1990s, and as a result of the fact that SSC support patterns became comprehensive by 1995, TCED is considered to have commenced that year. TCED programs “are dispatching outstanding experts of developing countries to other developing countries in order to both, support Japan's technical cooperation, and expand its technical cooperation to developing countries.” The number of dispatched

Table 2-4 TCED Participants' Number

| FY   | Persons |
|------|---------|
| 1995 | 10      |
| 1996 | 15      |
| 1997 | 35      |
| 1998 | 51      |
| 1999 | 115     |
| 2000 | 125     |
| 2001 | 118     |
| 2002 | 109     |
| 2003 | 113     |

(Source: JICA, 2005, p. 32)

<sup>7</sup> Based on the number of trainees received. “2004 JICA International Cooperation Report,” September 2004, Chart 4.2. ‘Activity Results’, p. 165

<sup>8</sup> “ASEAN” as mentioned in the document referred.

experts has been increasing from ten in 1995 to one hundred in 1999, and 113 in 2003 (see please Table 2-4). Most of the dispatched experts that have participated in TCED programs came from Latin America region, covering a share of 80% of all participants in 2003. A total of 16% of other experts joined from ASEAN region (see please Table 2-5)

Table 2-5 Region-Based TCED Participants' Ratio

| Region / Financial Year  | FY 1998<br>(%) | FY 1999<br>(%) | FY 2000<br>(%) | FY 2001<br>(%) | FY 2002<br>(%) | FY 2003<br>(%) |
|--------------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| ASEAN                    | 53             | 43             | 29             | 27             | 21             | 16             |
| East and South West Asia | 6              | 10             | 9              | 6              | 1              |                |
| Latin America            | 40             | 37             | 58             | 58             | 71             | 80             |
| Middle East              |                | 7              | 1              | 8              | 4              | 2              |
| Africa                   |                | 1              | 2              | 1              | 4              | 2              |
| Europe                   |                | 3              | 1              |                |                |                |

Note 1: Blank cell implies 0%.

Note 2: Examples of dispatching countries (FY 2003)

ASEAN – Thailand, Philippines, Indonesia

Latin America – Argentina, Brazil, Chile, Mexico

Middle East Asia – Egypt

Africa - Malawi

Source: JICA, Thematic Guidelines on South-South Cooperation, January 2005, p. 32, Table A1-4.

### (3) Partnership Program (PP)

The “Partnership Program” (or “PP”) represents “a comprehensive framework through which the Government of Japan and other SSC implementing countries’ governments (“partner countries”) agree on supporting jointly other developing countries and regions’ cooperation efforts.” The first PP dates back from 1994, an occasion when Thailand and Singapore met to work together on cooperation issues. This program aims at donorization of the emerging donors and supporting less developed countries. Within this framework, JICA works together with its counterpart organizations in partner countries in order to implement cooperation activities like the dispatch of experts, acceptance of participants and hosting of seminars in a comprehensive manner. On other occasions, JICA also transfers its knowledge and experience to its counterpart organizations in partner countries. As of January 2005, Japan has concluded PPs with a total of 12 countries (see please Table 2-6).

Table 2-6 Partnership Program Outline

| Name  | Contents  |
|---|---|
| Japan-Thailand Partnership Programme (JTPP)   | JTPP began in 1994 in order to achieve the objective of expanding TCTPG via 15 courses among 250 participants by 2000. Its Phase II was concluded in 2003 to implement TCTPG and TCED in Asia region, especially in the CLMV countries.   |
| Japan-Singapore Partnership Programme for the 21 Century (JSPP 21)  | JSPP 21 was originally signed in 1994 to promote SSC among countries to be considered as “equal partners.” JSPP 21 was concluded in 1997, and its extension was agreed upon in 2001 to implement TCTPG and TCED in Asia and Africa regions. Japan and Singapore jointly organized 17 training courses and a conference in Cambodia in the FY 2002.  |
| Japan-Egypt Triangular Technical Cooperation Programme for the Promotion of South-South Cooperation in Africa   | It was signed in 1998 to implement TCTPG and TCED in Africa. Seven courses of TCTPG in agriculture and health were run, and four experts were dispatched in the FY 2002. Outside the scheme of this PP, another “Triangular Cooperation” initiative is also being implemented in Middle East.   |
| Japan-Tunisia Triangular Technical Cooperation Programme for the Promotion of South-South Cooperation in Africa | It was signed in 1999 to implement TCTPG and TCED in French-speaking African nations in the fields of reproductive health, fishery, and environment. Three TCTPG courses were held and 3 experts were dispatched in the FY 2002.  |
| Japan-Chile Partnership Programme (JCPP)  | It was signed in 1999 to conduct TCTPG and TCED, and organize international conferences and cooperation projects in Latin America region. In Feb. 2003, the corresponding programme evaluation was carried out, and representatives of the two countries signed a document on an extension of JCPP. A technical cooperation project called “Strengthening JCPP” is being implemented for a three-year period beginning in 2003. |
| The Japan-Brazil Partnership Programme (JBPP)   | It was signed in 2000 to initially support related activities in Portuguese-speaking Africa (mainly Angola and Mozambique). In 2001, the implementation of related joint training began in health and agriculture fields.   |
| Partnership Programme for Joint Cooperation between Japan and Argentina (PPJA)                                  | It was signed in May 2001. After a joint study carried out in neighboring countries, the corresponding TCTPG and TCED mainly in the field of agriculture started to be implemented along neighboring countries (Paraguay, Bolivia, and Peru).   |
| Japan-Philippines Partnership Programme (JPPP)  | It was signed in January 2002 to conduct TCTPG in neighboring countries. TCTPG being implemented after the signing of PP are currently under review to be reclassified as JPPP projects. The Japan-Philippine joint research team was dispatched to East Timor in July 2002. Further, individual TCTP for East Timor was conducted in 2003.   |
| Japan-Morocco Triangular Technical Cooperation Programme for the Promotion of South-South Cooperation in Africa | It was signed in September 2003 to support African nations (TCTPG have been conducted before and from that year).   |
| Japan-Mexico Partnership Programme (MPP)  | It was signed in October 2003 (TCTPG have been conducted before and from that year).  |
| Japan-Indonesia Partnership Programme (JIPP)  | It was signed in December 2003 (TCTPG have been conducted before and from that year).   |
| Japan-Jordan Partnership Programme (JYPP)   | It was signed in December 2004 (TCTPG and other programs for supporting the rehabilitation of Afghanistan have been conducted before and from that year).   |

Source: JICA, Thematic Guidelines on South-South Cooperation, January 2005, pp. 33-34, Table A1-5.

#### **(4) Other Activities**

New schemes have been also carried out recently such as wide area cooperation patterns in support of several recipient countries in order to undertake joint work and promote regional cooperation. This type of initiatives has been particularly frequent in Asia. The “Rural Development Project in Cambodia” was a pioneer in this regard, by utilizing a triangular cooperation framework between Cambodia and other ASEAN countries, including Indonesia, Malaysia, and Thailand. In this project, Japanese and ASEAN experts<sup>9</sup> worked together to share their knowledge and skills in order to support rural development initiatives and improve agriculture and livelihood production. Different international conferences and seminars on SSC have also taken place in a frequent manner (see please Table 2-7). In 1998, the Japanese Ministry of Foreign Affairs and JICA jointly held the “Conference for Support of SSC” in Nago-City, Okinawa, Japan, in order to share SSC support experiences and know-how, clarify common issues in implementing support programs, and examine new systems and procedures related to SSC implementation. Representatives from 15 countries actively promoting SSC in Asia, Latin America, and Africa were invited. A total of 12 countries among them moved forward to sign Partnership Programs with Japan. In 2001, a joint symposium entitled “Developing Cooperation in the 21st Century: Supporting for South-South Cooperation” was held in Tokyo with the cooperation of UNDP and JICA. This symposium consisted of a working-level workshop and an open forum attended by representatives of SSC implementing organizations and ACICs of developing countries, as well other donors.

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<sup>9</sup> They dispatched through the UNDP JHRDF established by Japanese government.

Table 2-7 International Conferences held by the Ministry of Foreign Affairs and JICA

| Date            | Venue                      | Title of Symposium/<br>International Conference   | Cosponsor   | Overview   |
|-----------------|----------------------------|---|---|--|
| May 20-21, 1998 | Okinawa                    | Conference on Promoting South-South Cooperation   | Ministry of Foreign Affairs   | The participants were from 15 countries which are actively promoting South-South Cooperation in Asia, Africa, and Latin America (Singapore, Malaysia, Indonesia, Thailand, the Philippines, Korea, China, Turkey, Egypt, Kenya, Tunisia, Brazil). The following points were discussed: <ul style="list-style-type: none"> <li>• Sharing knowledge, experience, know-hows</li> <li>• Clarification of common issues on implementation</li> <li>• Systems of South-South Cooperation implementation</li> <li>• Rapport building with recipient countries</li> </ul>  |
| Oct. 4-5, 2001  | Tokyo                      | International Symposium "Development Cooperation in the 21st Century: Ways forward South-South Cooperation" | UNDP  | The participants were from South-South Cooperation implementing agencies, focal agencies, and donors. The symposium, which was co-hosted with UNDP, consisted of two parts (practitioners workshop and public symposium). <ul style="list-style-type: none"> <li>• In the practitioners' workshop, participants introduced practical cases and consequently had open discussion on implementation of and support for South-South Cooperation. They confirmed the importance of promotion South-South Cooperation with support from developed countries amid rapid transition of aid.</li> <li>• Participants had active discussion on practical methods including IT operating system for network as well as common issues including sustainability, governance, effective evaluation and beneficiaries' participation.</li> <li>• In the public symposium, more than 130 participants including experts, students, NGO and embassy staff. JICA and UNDP presented some cases to introduce outcomes of South-South Cooperation.</li> </ul> |
| Jul., 2002      | Kuala Lumpur, Malaysia     | JICA-ASEAN Regional Cooperation Meeting: JARCOM   |   | <ul style="list-style-type: none"> <li>• The objective is to correct disparity in ASEAN, by promoting effective intra-regional cooperation which matches needs and resources in each country in the region.</li> </ul>   |
| Sep., 2002      | Johannesburg, South Africa | Workshop at the World Summit for Sustainable Development (WSSD)   |   | <ul style="list-style-type: none"> <li>• A workshop about South-South Cooperation which was held during the World Summit for Sustainable Development (WSSD). The counterparts in South-South Cooperation projects supported by JICA gave presentations.</li> <li>• During the workshop, the presentation about South-South Cooperation supported by Japan was given. Also, JICA project counterparts from South-South Cooperation implementing countries (Thailand, Tunisia, Chile, Kenya) introduced their cases and experiences of South-South Cooperation.</li> <li>• More than 140 participants from developing countries including governmental official and NGO staff participated in the workshop. They actively discussed approaches, strategies, applicability of Asian experience to Africa, etc.</li> </ul>   |
| May, 2003       | New York, USA              | High-level Committee on UNDP TCDC   |   | <ul style="list-style-type: none"> <li>• Chile Agency for International Cooperation (AgCI: Agencia de Cooperación Internacional) gave a presentation about Japan-Chile Partnership Programme (JCPP) and shared the experience of South-South Cooperation and JICA's support in Chile.</li> </ul>   |
| Dec., 2003      | Marrakech, Morocco         | G77 High-level Conference on South South Cooperation  |   | <ul style="list-style-type: none"> <li>• JICA Morocco Office and Morocco Embassy of Japan attended and distributed paper regarding JICA's support in South-South Cooperation.</li> </ul>   |
| Jan., 2004      | Santiago, Chile            | Partnership Programme International Seminar   |   | <ul style="list-style-type: none"> <li>• The seminar was held as a part of the technical cooperation project "Strengthening the JCPP (Japan-Chile Partnership Programme)," which began in September 2003</li> <li>• Focal persons in South-South Cooperation from participating countries in the Partnership Programme (PP), both personnel in aid recipient agencies and JICA country offices, assembled for the first time and attended the seminar. They shared experience, discussed effective aid in a framework of future PP, and signed a joint declaration</li> </ul>  |
| Sep., 2004      | Bogota, Colombia           | Seminar on Capacity Development Oriented to South-South Cooperation   | (hosts) Colombia International Cooperation Agency, Chile International Cooperation        | <ul style="list-style-type: none"> <li>• Colombia International Cooperation Agency and Chile International Cooperation Agency co-hosted the seminar and representatives from UNDP, the World Bank, GTZ and Latin American countries attended the seminar.</li> <li>• Latin American countries including Chile and Colombia **** the importance of South-South Cooperation for Capacity Development during the "International Symposium on Capacity Development: From Concept to Practice exploring productive partnerships" which was held in Tokyo in February 2004, and they suggested to hold</li> <li>• The seminar concluded the importance of South-South Cooperation and Capacity Development in the Bogota declaration. The participants agreed to hold another seminar in the latter of the fiscal year 2005.</li> </ul>  |
| Oct., 2005      | Bogota, Colombia           | Follow-up Seminar on SSC Toward CD  | (hosts) Colombia International Cooperation Agency, Chile International Cooperation Agency | <ul style="list-style-type: none"> <li>• The seminar was held as a follow-up of the seminar on capacity development oriented to South-South Cooperation in Sept. 2004 in the same place.</li> <li>• JICA received many gratitude for its SSC support from participatory countries and good evaluation from the special unit of SSC in the UNDP.</li> <li>• New project ideas contributing CD was proposed in four development fields and it was decided to discuss more details about them in the meeting of evaluation and planning of Chile horizontal cooperation in January 2006 in El Salvador.</li> <li>• Colombia proposed Latin America Fund for SSC, and UNDP committed to contribute US\$100,000.</li> <li>• It was agreed to hold another follow-up seminar in Buenos Aires, Argentina in 2006.</li> </ul>  |

Source: Extracted from JICA Thematic Guidelines (pp. 35-38), JICA website 'South-South Cooperation' (<http://www.jica.go.jp/global/detail/south/05qu/html>)



### **2.3.2 Japan's Support for SSC by Regions**

#### **(1) Asia Region**

The Government of Japan has been promoting SSC in East Asia, wide area cooperation in ASEAN region. Due to its importance for Japan in political, economical and ODA political perspectives, Asia region, particularly East and Southeast Asia, has received 31.5%<sup>10</sup> of Japan's total ODA funds in 2003. In East Asia region a large variety of countries from emerging donor countries, like Korea and Singapore, to least developing countries, like Cambodia and Laos, may be found. Thus, integration of economics in the region including filling the regional gaps, and developing system for facilitation of private trade and investment, must continue being discussed.

In ASEAN region Japan has been recently taking different initiative very actively. In the "Joint Ministerial Statement of the Initiative for Development in East Asia (IDEA)" during the IDEA Ministerial meeting in Tokyo in August 2002, it is stated that, "while acknowledging the special importance of ODA for less developed countries in Southeast Asia, the Ministers confirmed the significance of promoting South-South cooperation supplemented by triangle cooperation."<sup>11</sup> Japan also clearly underlined the importance of promotion of SSC in the "ASEAN-Japan Commemorative Summit Meeting" in December 2003.<sup>12</sup> In addition to this, JICA also focuses on regional cooperation to fill in the gaps between senior ASEAN and CLMV countries due to huge development gaps in economy as mentioned above. "The JICA-ASEAN Regional Cooperation Meeting (JARCOM)" which is discussed in this study, may be presented as an example.

#### **(2) Latin America**

Japan has been traditionally supporting Latin American moves for regional economic integration. SSC in Latin America region has adopted horizontal cooperation forms, due to the similarity in history, languages, culture, customs and religion among the concerned countries. Economic and political coordination among the countries in the region has grown actively every year. Promoting economic collaboration ; regional integration strategy has increased international assertiveness. For example small countries in Central America built the Central America Integration System (SICA), and these seven countries have contributed in their respective areas of expertise to the development of the region. As for economical integration, Central American Common Market (CACM), Caribbean Community Common Market (CARICOM), Common Market of the South America (MERCOSUR), and Andean Common Market are working in place with a very active role.

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<sup>10</sup> [http://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/jisseki/kuni/04\\_databook/01\\_e\\_asia/e\\_asia.html](http://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/jisseki/kuni/04_databook/01_e_asia/e_asia.html)

<sup>11</sup> Initiative for the Development of East Asia (IDEA), Joint Ministerial Statement, August 12, 2002, available at [http://mofa.go.jp/mofaj/kaidan/g\\_kawaguchi/idea\\_02/kyodo\\_s.html](http://mofa.go.jp/mofaj/kaidan/g_kawaguchi/idea_02/kyodo_s.html)

<sup>12</sup> [http://www.mofa.go.jp/mofaj/kaidan/s\\_koi/asean\\_03/shunou.html](http://www.mofa.go.jp/mofaj/kaidan/s_koi/asean_03/shunou.html) . During this Summit, the Japan-Thailand Partnership Program Phase 2 Accord was signed. Relevance of Mekong regional development plans was also underlined during this Summit.

In this context, Japan has especially worked together with advanced developing countries including Brazil, Argentina, Chile and Mexico, to promote SSC and support regional cooperation efforts. These countries “have reached the stage where they are able to support other developing countries, after a long period of Japan’s economical assistance.”<sup>13</sup> Japan concluded a PP with all of them and declared to utilize the framework of Japan-Mexico Partnership Program (JMPP) and Japan-Chile Partnership Program (JCPP) to complement regional cooperation toward SICA countries in the “Tokyo Declaration: Plan of Action” during the Japan-Central America Summit in August 2005.<sup>14</sup>

JICA has also provided with long-time support to Brazil, including TCTPG and TCED, and has recently enlarged different forms of its SSC support in the area of partnership programs. In this sense, Brazil concluded a PP with Japan in 2000, and has implemented TCTPG to Portuguese-speaking African Countries (PALOP countries<sup>15</sup>) for cooperation toward Africa since 1989. A total of 235 trainees from Africa participated in the last 15 years between 1989 and 2004.<sup>16</sup> Indeed, Brazil is expected to be able to contribute for African development in the near term according to “the UN Millennium Project Report: Investment for Development” presented by UN Secretary General Mr. Anan<sup>17</sup> In 2005.

### **(3) Africa**

Japan initiated the Tokyo International Conference on African Development (TICAD). As developed countries faced aid fatigue in the 1990s after the end of the Cold War, international interest toward Africa decreased. Japan recognized the importance to support Africa and co-hosted TICAD in 1993 with the UN and the Global Coalition of Africa (GCA) in order to regain international interest toward African problems. Continuously, TICAD II in 1998, TICAD Ministerial Meeting in 2001, and TICAD III in September 2003 were held. TICAD is to be seen as an unique initiative of the Japanese Government for the development of the African continent.

TICAD processes have exerted a notable role in the utilization of Asia’s development experience and know-how for African countries’ ownership and partnership development. The “TICAD Tenth Anniversary Declaration” adopted at TICAD III, while it is generally accepted that TICAD process evaluations have been promoting Asia-Africa cooperation and serving African countries’ development in an environment of diversity and dynamism. All this leads to propose a further strengthened SSC involvement among Asian and African countries (see please Table 2.8).

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<sup>13</sup> 2004 ODA White Book

<sup>14</sup> Website of Foreign Affairs’ Ministry available through  
[http://www.mofa.go.jp/mofaj/area/latinamerica/j\\_latam05/k\\_keikaku.html](http://www.mofa.go.jp/mofaj/area/latinamerica/j_latam05/k_keikaku.html)

<sup>15</sup> PALOP countries include Angola, Mozambique, Cape Verde, Guinea-Bissau and Sao Tome and Principe.

<sup>16</sup> From JICA internal documentation

<sup>17</sup> Millennium Project Report to the UN Secretary-General: Investing in development – A Practical Plan to Achieve the Millennium development Goals, January 2005, p. 236.

The Government of Japan has raised its voice many times in defense of a proper application of SSC models in Africa, as it has been the case on the occasion of recent Japanese communiqué during the G-8 summit. In this regard, for example, the Government of Japan addressed to strengthen of Asia-Africa cooperation through “Japan’s Initiative for the Support of Africa’s Development” in July 2005 in Scotland, United Kingdom.

Table 2-8 TICAD Process and Asia-Africa Cooperation

| Month/Year | TICAD Process                             | Discussion and Documents Adopted   |
|------------|---|--|
| May, 1993  | TICAD I                                   | Adopted the "Tokyo Declaration on African Development". Stated future promotion of SSC (Asian experience for African Development)<br>Japan announced a plan for the "International Conference on SSC".   |
| June, 1997 | Second Asia-Africa Forum                  | Held in Bangkok.   |
| May, 1998  | Okinawa International Conference on SSC   | Discussed SSC among fifteen participated countries.  |
| Oct., 1998 | TICAD II                                  | Adopted the "Tokyo Agenda for Action", which stated ownership of African countries, global partnership with donor countries, regional and international organizations, promotion of Asian-African cooperation, etc.<br>The "Japan's New Assistance Program for Africa, reflecting the Tokyo Agenda for Action" set the following targets: <ul style="list-style-type: none"> <li>• To conduct TCTPG in Asia and North Africa and receive 1000 trainees from African countries to third countries for 5 years, starting in 1998.</li> <li>• To provide financial support for receiving 1000 trainees in the coming 5 years at the Centre for South-South Technical Cooperation in Indonesia (CSSTC), which was established by support of Brunei, as a base for SSC.</li> <li>• To hold a Asia-Africa Forum</li> </ul> |
| Sep., 2003 | TICAD III                                 | Adopted the "TICAD Tenth Anniversary Declaration". Referred to promotion of Asia-Africa cooperation as one of the achievements of TICAD process. Reconfirmed the strengthening of SSC as on of the ideology for African development assistance. At the opening of the conference, the Japanese government announced the "Japan's initiative for assistance to Africa".   |
| Apr., 2005 | Asian-African Summit (Bandung Conference) | Adopted the "New Asia-Africa Strategic Partnership (NAASP)". Confirmed that the new strategic partnership should complement and utilize existing Asia-Africa partnership initiatives (e.g., TICAD). Japan was the only participating country among G8.   |

Source: Ministry of Foreign Affairs website ([http://www.mofa.go.jp/mofaj/area/ticad/tc\\_0.html](http://www.mofa.go.jp/mofaj/area/ticad/tc_0.html)) , which has links to overviews and major documents concerning TICAD.

From 2000, JICA has been carrying out the “Africa Institute for Capacity Development (AICAD) Project” with a view of poverty reduction in Africa, while promoting capacity development building for social and economical development. The AICAD Project has been implementing the constitution of joint research and development initiatives, implementation of training and extension services, as well as networking for information sharing schemes along three East African countries.<sup>18</sup> In relation with Asia-Africa cooperation, TCTPG in Asia and TCED from Asia to Africa have exerted a relevant influence in transferring Asian development experiences to Africa. The “Asia-Africa Knowledge Co-Creation Programme” also started in March 2005 in order to share knowledge among trainees in Asia and Africa, and link Asian resources with African needs.

Table 2-9 JICA Main Asia-Africa Cooperation Activities (Implemented and Expected)

| Field                                    | Activities  | Contents  |
|--|---|---|
| Agriculture and rural areas' development | Thailand “TCTPG on Agriculture Diffusion”   | It was signed in February 2005, and implemented in January 2006 after a plan based on the related Agreement with Thailand.  |
|  | Malaysia “TCTPG on Poverty Reduction and development of rural areas”                | It was signed in November 2004, and is to be implemented in May 2006 after reception of a plan based on the related Agreement with Malaysia.  |
|  | NERICA (“New Rice for Africa”) diffusion and support                                | Diffusion of NERICA rice resulting from the joint research performed by WARDA (West African Rice Development Association) and IRRI (International Rice Research Institute). Japanese farming experts have been sent to WARDA and Uganda, among others.  |
| Trade and investment promotion           | Foreign direct investment promotion (Zambia, Uganda and Malaysia)                   | Malaysia presented its development experience to Zambia from March to June of 2005. Zambia is currently evaluating a program for the promotion of its trade promotion program. Malaysia also introduced its know-how during NEPAD and OECD Trade Initiative Meeting held in Uganda(May 2005). |
|  | Trade promotion training in Kenya, Tanzania, Uganda and Indonesia                   | In order to plan the corresponding draft for AICAD training programs, the personnel of three export countries visited Indonesia Export Training Center, implementing JICA technical cooperation project, on November 2005.  |
| Small and mid-size company promotion     | Malaysia Third Country Training on Small and Mid-Size cooperation promotion program | It was signed in November 2004, and is to be implemented in May 2006 after a plan based on the related Agreement with Malaysia..  |

<sup>18</sup> Kenya, Uganda, and Tanzania.

# **Chapter 3**

## **Case Study Analysis**

## **Chapter 3 Case Study Analysis**

### **3.1 Asia Region (Recipient Countries: Laos and Cambodia; Implementing Countries: Thailand and Indonesia)**

In Asia, particularly in Southeast Asian region, Support for SSC has a long history and the implementation of SSC has matured accordingly. The support for SSC has been conducted on the basis of the results of JICA technical cooperation projects. In recent years, Support for SSC has been conducted, in addition to TCTPG, in the form of TCED. Particularly in focusing on the narrowing of gaps among various countries, SSC has been emphasized for realizing the development effects to CLMV countries, namely Cambodia, Laos, Myanmar and Vietnam. Under these backgrounds, in order to conduct SSC more systematically, the JICA-ASEAN Regional Cooperation Meeting (JARCOM) was lately established in 2002. JARCOM was created with recognition of the JICA overseas offices and ACICs that it is necessary to formulate more effective SSC projects through careful matching of resources of implementing countries with needs of recipient countries. Moreover in Southeast Asian region, the regional integration has been actively discussed, and SSC as a means of the regional cooperation has been initiated. On the other hand, under the current trend of the local orientation, in the framework of the traditional technical assistance modalities like technical cooperation projects, cases using the development experience in neighboring countries have been increasing. For instance, the human resource development utilizing those of neighboring countries, mainly the training programs, have been conducted. Such cases have been also included into SSC since they utilize the development experience and technology of respective neighboring countries.

The case analysis in Asia has been conducted, focusing on such issues as the positioning of SSC, the respective mutual relationships, the actual situation of contribution and effects and the system of SSC at the JICA Offices, ACICs and the implementing organizations in Thailand as the implementing country, and Laos and Cambodia as the recipient countries.

#### **3.1.1 The Summary Table of Target Case Study**

The summary of the cases is shown in Table 3-1.

Table 3-1 Summary of the Projects for Case Studies(Asia)

| No. | Sector                                   | Project Name (Scheme)  | Project Period | Implementing Organizations of SSC  |
|-----|--|--|----------------|--|
| a   | Information and Communication Technology | <b>The Upgrading of IT Education Project (IT Bridge Course), Laos (Technical Cooperation Project) (Recipient Country : Laos)</b>   | 2003-2006      | <b>King MonKut's Institute of Technology Lakrabang, Thailand</b>   |
|     |  | <b>【Objectives】</b><br>1. To meet to IT demand in public and private sectors by developing human recourses in IT division of Laos National University.<br>2. To develop management capacity of IT undergraduate course in the university.<br><b>【Characteristic】</b><br>Joint cooperation of Japan and Thailand to Laos was conducted as tripartite cooperation project. TCED was conducted as an input to technical cooperation project.                                  |                | <b>【Content of cooperation】</b><br>Dispatched two long-term experts and 10 to 12 short-term experts to Faculty of Engineering, National University of Laos yearly basis. |
| b   | Water and Disaster Management            | <b>Project on Capacity Building for Water Supply System in Laos (Technical Cooperation Project) (Recipient Country : Laos)</b>   | 1998-2008      | <b>Metropolitan Waterworks Authority(MWW), National Waterworks Technology Training Center(NWTTI), Thailand</b>   |
|     |  | <b>【Objectives】</b><br>1. To strengthen operation and management capacity of Lao Water Supply Authority.<br>2. To improve ability of staff for operation and maintenance.<br><b>【Characteristics】</b><br>Conduct contract-based TCTP in and received experts from Thailand as components of the project by utilizing local activity expenses.  |                | <b>【Content of cooperation】</b><br>Received 10 trainees from Laos Water Supply Authority in 2005.  |
| c   | Water and Disaster Management            | <b>Project on Capacity Building for Water Supply System in Cambodia (Technical Cooperation project) (Recipient Country : Cambodia)</b>   | 2003-2006      | <b>Metropolitan Waterworks Authority (MWW), National Waterworks Technology Training Center(NWTTI), Thailand</b>  |
|     |  | <b>【Objectives】</b><br>1. To develop accessibility of safe water in urbane area in Cambodia.<br>2. To enhance capacity of PPWSA in operation and maintenance for the water supply facilities, and to improve staff training system for water supply in Cambodia.<br><b>【Characteristics】</b><br>Conduct contract-based TCTP as a component of the project by combining with individual training in Japan. The training was conducted by utilizing local activity expenses. |                | <b>【Content of Cooperation】</b><br>Received 10 trainees from Phnom Penh Water Supply Authority, Cambodia in 2005.  |

|   |        |   |   |   |
|---|--------|---|---|---|
| d | Health | <b>Project for Strengthening Health Services for Children (Technical Cooperation Project) (Recipient Country : Laos)</b>  | 2002-2007                               | <b>Faculty of Nursing, Khon Kean University, and Faculty of Medicine, Chiang Mai University, Thailand</b>   |
|   |        | <b>【Objectives】</b><br>1. To improve the health standard of children.<br>2. To strengthen child health services for children with participation of various levels of stakeholders.<br><b>【Characteristics】</b><br>Conducted contract-based TCTP as a component of the project by utilizing local activity expense of the project.   |   | <b>【Content of cooperation】</b><br>Received 15 trainees from Ministry of Health, Laos in 2004.  |
| e | Health | <b>Cambodia, Maternal and Child Health Project (Technical Cooperation Project) (Recipient Country : Cambodia)</b>   | Phase I: 1995-2000, Phase II: 2000-2005 | <b>Following Malaysian Universities, Thailand</b>   |
|   |        | <b>【Objectives】</b><br>To develop human resources to improve the status of maternal and child health in Cambodia.<br><b>【Characteristics】</b><br>Conduct contract-based TCTP in Thailand and Malaysia as a component of the project by combining with individual training in Japan. These trainings were conducted by utilizing local activity expenses.<br>The Center was constructed by Japan's grant capital assistance. |   | <b>【content of cooperation】</b><br>Conducted the following contract-based TCTP for National Maternal and Child Health Center, Cambodia.<br>• Khon Kaen University, Thailand: 2000 (6), 2001 (6), 2002 (1)<br>• Sarawak University, Malaysia: 2001 (2), 2002 (2)<br>• Mahidol University, Thailand: 2001 (1) |
| f | Health | <b>PHC Management (TCTPG) (Recipient Countries : Laos, Cambodia, and other Asian countries)</b>   | 1998-2002                               | <b>ASEAN Institute for Health Development (AIHD), Mahidol University, Thailand</b>  |
|   |        | <b>【Objectives】</b><br>To develop leadership and to enhance knowledge of PHC related personnel.<br><b>【Characteristics】</b><br>AIHD was established by the grant capital assistance of Japan in 1982. In addition, technical cooperation project was conducted to enhance knowledge, skills and experience in Primary Health Care.  |   | <b>【Content of Cooperation】</b><br>Conducted once a year and received total number of 157 trainees. Accepted individual trainees to AIHD Master Course from 1994.   |
| g | Health | <b>Population and Reproductive Health Research (TCTPG) (Recipient Countries : Laos, Cambodia, and other Asian Countries)</b>  | 1999-2003                               | <b>Institute for Population and Social Research (IPSR), Mahidol University, Thailand</b>  |
|   |        | <b>【Objectives】</b><br>To disseminate the knowledge and skills on population and reproductive health and to develop higher quality human resources.<br><b>【Characteristics】</b><br>IPSR has not received JICA's support other than TCTPG.   |   | <b>【Content of Cooperation】</b><br>Conducted once a year and received total number of 69 trainees.  |



|   |  |  |           |   |
|---|--|--|-----------|---|
| h | Information and Communication Technology | <b>Advanced Telecommunication Technology (TCTPG)</b><br><b>(Recipient Countries : Laos, Cambodia, and other Asian Countries)</b>   | 1993-2002 | <b>King MonKut's Institute of Technology</b><br><b>Lakrabang, Thailand</b>                                      |
|   |  | <b>【Objectives】</b><br>To provide advanced telecommunication technology.<br><b>【Characteristics】</b><br>Training course of telecommunication technology was commenced from 1978 by joint support of Japan and Thai government.   |           | <b>【Content of Cooperation】</b><br>Conducted once a year and received total number of 184 trainees.             |
| i | Gender, WID                              | <b>Enhancing Women's Role in Rural Development (TCTPG)</b><br><b>(Recipient Countries : Laos, Cambodia, and other Asian Countries)</b>   | 1995-1999 | <b>National Agricultural Extension and Training Center (NAETC), Kasetsart University, Thailand</b>              |
|   |  | <b>【Objectives】</b><br>To provide knowledge and skills related to role of women in rural development.<br><b>【Characteristics】</b><br>The course was interrupted after the first phase, but based on the examination the phase two course was restarted.  |           | <b>【Content of cooperation】</b><br>Conducted once a year and received total number of 77 trainees.              |
| j | Agriculture, Rural Development           | <b>Sustainable Agriculture Production through Agricultural Extension Approaches (TCTPG)</b><br><b>(Recipient Countries : Laos, Cambodia, and other Asian Countries)</b>  | 1995-1999 | <b>National Agricultural Extension and Training Center (NAETC), Kasetsart University, Thailand</b>              |
|   |  | <b>【Objectives】</b><br>To provide agricultural production technology emphasizing conservation and utilization of resource and environment for sustainable agriculture.<br><b>【Characteristics】</b><br>NAETC has developed through JICA's cooperation, and has been currently active in agricultural extension as training center. The course was conducted based on these experiences. |           | <b>【Content of Cooperation】</b><br>Conducted once a year and received total number of 89 trainees.              |
| k | Water and Disaster Management            | <b>Water Supply Technology(TCTPG)</b><br><b>(Recipient Countries : Laos, Cambodia, and other Asian Countries)</b>  | 1992-2001 | <b>Metropolitan Waterworks Authority (MWW), National Waterworks Technology Training Center(NWTTI), Thailand</b> |
|   |  | <b>【Objectives】</b><br>To enhance knowledge and skills in water supply<br><b>【Characteristics】</b><br>Conducted the course by the support of TICA from 2001.   |           | <b>【Content of Cooperation】</b><br>Conducted five week course once a year.                                      |

Sources: Based on interviews at the field study and related data and information collected.

### **3.1.2 Actual Situation of Support for SSC**

#### **(1) The Positioning of SSC in the Concerned Organizations**

In this evaluation, the field surveys were held for Thailand as the implementing country and for Laos and Cambodia as the recipient countries. The concerned organizations include: in the implementing country, the JICA Thailand Office, the Thailand International Cooperation Agency (TICA) of the Ministry of Foreign Affairs as ACIC and the implementing organizations of training activities and dispatching organizations of experts; and in the recipient countries the respective JICA Offices, ACIC, organizations dispatching trainees, and receiving organizations of experts. However the positioning of and relationship with the support activities for SSC are not uniform, particularly differed depending on the modalities of the JICA's support for SSC. Such differences in positioning of SSC give an impact on the implementing situation and its effects. The positioning of SSC of these organizations based on interviews and others held during the field surveys is explained below.

#### **a) Thailand as the Implementing Country**

##### **-The JICA Thailand Office : the JICA Country Office in the implementing country**

The JICA Thailand Office has been actively involved in the support for SSC in following the principle of assistance for supporting the capacity building toward a donor country in line with the Thai government policy. In practice, the Office concluded the PP with the Thai government, and has mainly conducted TCTPG and TCED in this framework. In addition in order to achieve greater effects from SSC including TCTPG by utilizing resources in this region, effort has been made to find and formulate projects corresponding to the need of recipient countries of JARCOM and to implement the regional cooperation projects in response to the issues arisen in Southeast Asian region, particularly as the coordination agency regarding the JARCOM activities. JICA Regional Support Office for Asia was established in October, 2004, and the role of coordination agency regarding the JARCOM activities was transferred to the office as its function.

In this background, the study team analyzed the relationship of the Office with TCTPG and found that its involvement varied between the finding/formulation and implementation of projects. The Office is greatly involved in such activities as the selection of issues and implementing organizations. The selection of projects however is conducted as a joint work between the JICA Office and TICA as ACIC, but in practice the intention of Japanese side is strongly reflected in the fact that the organizations received the technical assistance of JICA are nominated as the implementing organization. Nevertheless the involvement of JICA in TCTPG at the implementing stages is not highly strong. After selecting the projects, training is planned by the implementing organizations on the basis of intentions of JICA and TICA, and conducted in the framework of TICA. Basically while the Thai Office had been conducting SSC to the extent of allocated budget, its activities had been centered on the implementation management of projects, and as a result the

JICA Office did not have a deep knowledge regarding the training outcomes such as changes of recipient organizations in the recipient countries. Also it remained yet to accumulate the information concerned.

**- The Thailand International Development Cooperation Agency (TICA): ACIC in the implementing country**

The Thai government, while requesting the bilateral assistance, it identifies itself as an “emerging donor” and makes efforts toward its direction. As an effort to this direction, it reorganized the Directorate of Technical and Economic Cooperation (DITC) and changed the TICA as a department directly belonging to the Deputy Minister of Foreign Affairs. At the same time, in linking with the foreign policies, the government changed itself toward a donor country while reducing the aid that it received. As one of the related actions, it transformed the Economic Fund for Neighboring Countries (NECF) into the Economic Development Agency for Neighboring Countries (NEDA), both belonging to the Ministry of Finance. Under such a system, Thailand has placed an emphasis on the assistance to CLMV countries - Cambodia, Laos, Myanmar and Vietnam- as the neighboring countries which are directly related to its interest and the low-income ASEAN countries. Furthermore in recent years, Thailand has put an emphasis on the assistance to not only these neighboring countries but also those in South Asia, the neighboring post -conflict countries and even African countries.

The JICA's Support for TCTPG and TCED has been conducted in the framework of such development cooperation programs of TICA. In particular TICA has put an emphasis on the cooperation with the group training for many countries, while to conduct the bilateral cooperation to specific countries with its own technical cooperation projects. The bilateral cooperation has focused on CLMV countries, with which it conducts policy dialogues every year and formulates the cooperation packages for each country. TICA thinks however that TCTPG is a cooperation program with the strong intention of Japanese side, thus neither fully reflects the intention of TICA nor considers the need of recipients. Particularly from the aspects of harmonizing with the domestic policies of Thailand, TICA concerns with the cases when the differences exist between the priority organizations based on the domestic policies and the implementing organizations expected from the Japanese side, in other words, with the fact that the organizations having the past records of Japanese cooperation had always become the implementing organizations. Regarding JARCOM, while it recognizes that effort has been done to match the need of recipient countries, the process of project formulation is led by Japan and the decision making process is not fully understood from outside. Moreover it has a doubt on the perception of partnership, specifically as it considers TCTPG conducted with Japan as a joint implementation, thus raises a question why Thailand should submit an official request to Japan. For example, in fact since Japan asked Thailand to submit the official request for the cooperation with Japan toward Africa, its implementation was delayed but

conducted by submission of Exchange of Note instead of a request from TICA to inform its needs<sup>1</sup>.

#### **-Implementing organizations (such as implementing organizations of TCTPG)**

In Thailand the implementation of SSC has been conducted by the organizations, which had the past records of Japanese aid. All the implementing organizations of TCTPG but Institute for Population and Social Research (IPSR) of Mahidol University, including the ASEAN Institute for Health Development (AIHD) of Mahidol University, the King MonKut's Institute of Technology Lakrabang (KMITL), the National Agricultural Extension and Training Center (NAETC) of Kasetsart University, and the National Waterworks Technology Training Center (NWTTI) of Metropolitan Waterworks Authority (MWW) had the actual records of cooperation with Japan. These implementing organizations of SSC in Thailand, being such organizations as the high level education institutes, specialized technical education institutes, training centers and educational institutes belonging to universities, all have established the leading positions as education institutes in respective disciplines, and they recognize the fact that they developed on the basis of the technical assistance from Japan. They consider that the implementation of training and dispatches of experts are conducted on the basis of their present functions, given the Japanese technical aid as a historical fact. The contents of training are built on the basis of the requests of consigning organizations in using their own resources. The training contents of JICA training are decided in following the specifications of JICA and TICA as the consigning organizations. These implementing organizations also take the projects as the opportunities of their internationalization and for promoting the overseas business (See Box 3-1).

#### **Box 3-1 Implementing Organizations of Training in Thailand**

For example, the National Waterworks Technology Training Center of Metropolitan Waterworks Authority was established by Japanese cooperation, and it is strongly aware of the Japanese aid as it displayed the photos of implementation of aid projects, and conducts many training courses mainly within the country. SSC is conducted based on the established functions and planned following the requests of consigning organizations. The Center successively conducted the JICA training courses from 1992 to 2002, and after their completion the similar training courses for the neighboring countries under the cooperation programs of TICA. Moreover in recent years it was entrusted on a contract basis with the Project on Capacity Building for Water Supply System in Laos of the Laos Water Supply Authority for the Vientiane Water Supply Authority, and the Project on Capacity Building for Water Supply System in Cambodia for the Phnom Penh Water Supply Authority. These training courses are taken as an overseas business, thus the Center promotes such activities in establishing an international division. Similar phenomena are observed in other implementing organizations, for instance National Agricultural Extension and Training Center (NAETC) of Kasetsart University expands the facilities built by Japanese cooperation for the purpose of overseas training activities.

#### **b) Laos and Cambodia as Recipient Countries**

##### **- JICA Offices in the recipient countries: the JICA Laos Office and the JICA Cambodia Office**

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<sup>1</sup> After that, Japan has proposed systems to TICA which projects of the PP will be examined separately from the traditional procedure without request from Thai in case there is an agreement at the Committee of the PP.

The JICA Offices in the recipient countries, Laos and Cambodia, are not highly aware of TCTPG. On the other hand, they demonstrate a strong interest in training courses on a contract basis in the framework of technical cooperation projects. Both of them also make efforts for finding and formulating projects under JARCOM that was established recently.

Both JICA Offices are conducting training courses on a contract basis in the framework of technical cooperation projects as part of their activities, which are the major activities of the Offices. Training courses using the resources of neighboring countries are subject of their own budget thus are considered operational within their management. They thus consider the activities as the means to be strategically used. Regarding the finding and formulation of training projects under JARCOM, the projects can become operational in the initiatives of Laos and Cambodia Offices as recipient countries, that is, by identifying the need of recipient countries, thus they are primarily responsible to the activities. These activities are included in the implementation plan of projects of respective Offices. Such a situation was explained in details at the JICA Offices and at the same time its importance was stressed in the occasion of the field surveys.

On the other hand, the positioning of TCTPG conducted in Thailand and other countries is highly different. Its acknowledgement in Laos and Cambodia is not strong even though trainees are dispatched from both countries. TCTPG is not positioned as a means for resolving the issues arising from the implementation plans of projects in the respective Offices. While the mission asked the lists of trainees dispatched to TCTPG, such lists were not available. These Offices hardly took hold of what counterpart organizations, to what TCTPG, and who were dispatched (Box 3-2).

**Box 3-2 Involvement of JICA Offices in Recipient Countries of TCTPG**

The JICA Offices do not take hold of the actual situation of the existing TCTP though they concern with their lack of involvement. It is caused by the fact that the actual implementation are made by the respective embassies of implementing countries. Since the administrative process is made in the line of embassies implementing countries in recipient countries, the Ministry of Foreign Affairs of Cambodia and the ministries and organizations dispatching trainees, thus the Offices are not involved unless problems arise. (A JICA Office)

**- ACICs of the recipient countries, Laos and Cambodia**

ACICs in the recipient countries, Laos and Cambodia, are in a dual structure. In Laos the ASEAN Department and the International Cooperation Department of the Ministry of Foreign Affairs and in Cambodia the ASEAN Department of the Ministry of Foreign Affairs and the Development Council of Cambodia are respectively functioning as ACICs. It is primarily caused by the difference of charged agencies to ASEAN and Japan within the Ministries of Foreign Affairs. Under such a situation, the sending procedure of trainees to the existing TCTPG and the formulation of JARCOM training program are handled by different organizations/departments.

Specifically the involvement in SSC of the International Cooperation Department of the Ministry of Foreign Affairs of Laos and the Development Council of Cambodia changed after the establishment of JARCOM. Before its establishment, these two agencies were hardly involved in SSC.

The existing TCTPG implemented by TICA is in principle conducted through the diplomatic channel, thus in the recipient countries the Thai embassies in the countries and the ASEAN departments of respective ministries of foreign affairs as the contact points conduct the administrative procedures relating to the training contents and trainee candidates. In Laos, most communications with the implementing organizations dispatching the trainees are conducted by the International Cooperation Department of the Ministry of Foreign Affairs, while in Cambodia the Development Council is hardly involved in the process. The notices of training courses are made on an ad hoc basis according individual courses, thus they do not link systematically with the development policies. It is basically acknowledged to improve the general level of techniques and knowledge of human resource in respective countries.

After JARCOM was established, the involvement of the International Cooperation Department of the Ministry of Foreign Affairs of Laos and the Development Council of Cambodia has increased, as the coordinating agencies of economic development and cooperation. This is due to the fact that finding and formulation of training projects of JARCOM can be only worked out in the initiatives of recipient countries of Laos and Cambodia, and as a result a joint work with the JICA Offices has increased.

**- Recipient organizations in recipient countries (such as organizations dispatching trainees in recipient countries)**

The study team visited such recipient organizations as the Faculties of Engineering in the National University, the Ministry of Public Health, and the Water Supply Authority in Laos, and the National Center for Maternal and Child Health of the Ministry of Public Health, the National Institute for education of the Ministry of Education, Youth and Education, the Ministry of Posts and Communications, and the Forestry Administration of the Ministry of Agriculture, Forestry and Fisheries in Cambodia. The response to Support for SSC of these organizations varies depending on the implementing ones and patterns.

Regarding TCTPG, all visited organizations in Laos and Cambodia responded in a passive way as they simply accept the offers of training courses. It is characterized that the JICA's TCTPG was part of many training offered by international organization and donors to the individual organizations. However the offers were made on an ad hoc basis, thus they had difficulties to respond them in a planned manner. In many cases, when an offer was received, the candidates were selected among the staff available at that time. It was not highly difficult to find the staff, who

received multiple training courses. They considered the individual training courses from different organizations were different each other, and not necessarily perceived as SSC since the training was conducted in neighboring countries. Arrangement of selection and dispatches of trainees was conducted by the responsible person of the personnel department, who tended to regard the training as part of career development of staff and the effects of training as the knowledge acquirement of individuals. It appears to seldom select candidate trainees for responding the specific issues that the organization faced. It is the most eminent difference from training courses conducted as a component of the framework of projects. According to interviews regarding training, they distinguished those who participated in the training of offering type and in the counterpart training each other. Also among the training of offering type, those for obtaining the post-graduate degrees, i.e. for master and doctor degrees, were tended to be preferred (Box 3-3).

**Box 3-3 Response of Organizations Dispatching Trainees to TCTP**

There are many training offers from overseas including the long-term training with the scholarship of Japanese government (JDS). Selection of trainees is made by test, but as the number of staff fluent to English is limited, the opportunities are not given to all equally. Accordingly, for example, there may be the cases to select and dispatch the persons fluent to English in selecting horizontally across disciplines different from one's own. Thus there may be cases when the most appropriate persons are not necessarily dispatched, but it is considered that with the mandatory follow-up measures such as the joint uses of acquired knowledge and technology after returning, it is much better than to completely lose the opportunity to send the trainees. (An organization dispatching trainees)

On the other hand, the response of dispatched organizations of trainees is greatly different in case of the training in technical cooperation projects on a contract basis from those in the offering-type training of TCTPG. Training in technical cooperation projects on a contract basis constituted part of the technical cooperation projects conducted by their own, thus they are concerned with the kind of training and how to secure the outcomes and thus the positioning of training in the own organizations are clearly defined.

## **(2) Implementation Situation of Support for SSC**

### **a) Implementation Procedures of TCTPG**

The evaluation study of this issue was conducted in confirming the actual procedures of TCTPG by interviewing the concerned organizations. TCTPG follows the process in which the Japanese Embassy, the JICA Office and TICA in Thailand and the related organizations in Japan adopt the projects and consign them to the implementing organizations. Subscription of trainees is held through the diplomatic channel of the Ministry of Foreign Affairs of Thailand. The application form of TCTPG is sent to the Ministry of Foreign Affairs of recipient countries through the Thai embassies located in recipient countries. In the ministries of foreign affairs of ASEAN countries, respective ASEAN Departments are generally responsible to the matter. The application

forms are distributed to the ministries concerned either directly from the ASEAN Department or through the International Cooperation Department of the Ministry. The ministries concerned then circulate the forms to the departments concerned in respective ministries, which select the candidates and report the Ministry of Foreign Affairs. The Ministry then sent the candidate list to the Thai embassies in recipient countries, which then sent them to TICA. Implementing organizations select the trainees from the candidates presented through the diplomatic channel according to the subscription outlines. However in practice, as the candidates are reduced to a small numbers at the stage of diplomatic channel, the degree of liberty of selection by the implementing organizations is limited (Box 3-4).

At the training, efforts have been made for improving the training contents so as to enhance the achievement of participated trainees including the examination of technical levels, the presentation of success and failure cases, and the generation of action plans after returning the countries.

**Box 3-4 Selection of Trainees by Implementing Organizations**

Since the short-term training is the intergovernmental cooperation, the applications are placed at TICA through the diplomatic channel, which actually selects the trainees. Accordingly we, the recipient organizations, cannot make direct contacts with trainees at the stage of selection. It should be helpful if in the course of screening process (in case there is a JICA project under implementation in the dispatched country), the trainees are recommended from the project (An implementing organization of training).

(In receiving the trainees) it is hard to say that the recipient organization requires the appropriate contact points in the country. ----- We have an impression that same places have been sounded (on the application of trainees). This trend remains unchanged today, thus as far as the diplomatic channel is used the applications may not be received from the appropriate organizations (An implementing organization of training).

**b) TCED**

When the society, culture and economy are similar between recipient and dispatching countries, the technology owned by third country experts appears to be relatively applicable to the recipient countries. Especially like the case when Thai experts are dispatched to Laos having a linguistic similarity, it is highly advantageous.

The IT Bridge Project at the Faculty of Engineering of the National Laos University is conducted for three years from April 2003 to March 2006. In this project, along with the Japanese technology, the technology and experience of King Mongkut University of Thailand are utilized and the project is conducted as a joint project as the role of each side being clearly defined. It is a project in which the merits of SSC are fully realized. The third country experts from Thailand mainly give the technology guidance, while long and short-terms experts from Japan are also dispatched. Those who are involved in this project acknowledged that since the training is made in the Lao, not English, such an achievement of project is attained (Box 3-5).



**Box 3-5 The Upgrading of IT Education Project (IT Bridge Course) at the Faculty of Engineering of the National Laos University**

Since there is a linguistic similarity between the Thai and the Lao (regarding the IT Bridge Course), the cooperation like generation of texts was rapidly conducted-----.

In the IT Bridge Project, the need of the Lao side was identified by dispatched experts from Thailand, the curricula were adjusted so as to meet the recipients need by revising them as required----- KMITL cooperated so that students of the Faculty of Engineering of the National Laos University could obtain the undergraduate degree and further a higher degree. The advantages of the cooperation among Laos, Thailand and Japan were a linguistic similarity between the Thai and the Lao, and the similarities of culture and climate, even from the financial point of view, this approach was cost effective (An expert dispatching organization in the implementing country).

**c) SSC as Comportment in the Framework of Technical Cooperation Projects in Recipient Countries: Training on a Contract Basis**

This study also examined the cases of training programs utilizing the resources in neighboring countries as comportment in the framework of technical cooperation project of recipient countries on a contract basis. These projects in Laos and Cambodia are conducted as the Japanese technical cooperation projects and expanded this mechanism so as to complement the Japanese technology and experience in organizing training courses by utilizing the relating agencies and institutes of Thailand and Malaysia. As part of project activities, training was incorporated in conducting the courses at the Waterworks Technical Training Center of Thailand in case of the waterworks activities; and in Khon Kaen and Chiang Mai Universities of Thailand, and at the Sarawak General Hospital in Malaysia in case of the activities relating to public health. The training was conducted in the form of work consignment between the JICA Offices in Laos and Cambodia, and the training implementation and expert dispatching organizations. It was characterized by the arrangements that training courses were organized following the intention of projects, i.e. that of the recipients of training, which was different from those arranged by implementing agencies in case of TCTPG. Selection of trainees was also systematically made in consideration of the outcomes expected by the dispatching organizations, thus the outcomes and their consequences was commonly acknowledged and shared between the implementing organizations of training and the expert dispatching organizations (Box 3-6).

**Box 3-6 Cases of Training on a Contract Basis in the Framework of Technical Cooperation Projects**

The Project on Capacity Building for Water Supply System in Lao Water Supply Authority, with the aim of enhancing the technical and management capacities of the Authority, is conducting the activities to improve the working methods such areas as setting and managing water pipes, operations and management of filtration plants and water quality control. The use of the Thai resource persons was incorporated from the planning stage of the project. It incorporated the training in Thailand and the acceptance of Thai experts along with the dispatches of Japanese short and long-term experts and the counterpart training in Japan. The overseas training was conducted in combination with overseas training using the National Waterworks Technology Training Center of Thailand (68 persons in total). Moreover it accepted two experts from the same Center. Taking the advantage of the similarity of two languages, it was thought that a good number of Lao staff could be trained in a short period. The consciousness of people concerned of training was evident, and the training contents were decided in consultation with the implementing organizations.

The Project on Capacity Building for Water Supply System for the Cambodia Water Supply Authority was conducted on the contract between the JICA Cambodia Office and the National Waterworks Technology Training Center of Thailand. However since the number of trainees was not many and there was no advantage in languages like Laos, the main training was conducted in Japan while, different from the initial plan, only the training was consigned on a contract basis to the Thai Waterworks Department including only the unique issues to developing countries. While both projects have analogous in patterns, the approach to training varied according to respective situation of development and the difference of languages.

In the Maternal and Child Health Project of Cambodia (Phase 2), from 2000 to 2002, 13 and 4 staff were dispatched respectively to the TCTP at the Khon Kaen University of Thailand and the Sarawak General Hospital of Malaysia. The Japanese experts at the hospitals initiated the training in considering the need of Cambodia, and they accompanied and participated in the training partly so as to make it possible to be involved in the close outcomes management.

**d) Training Courses Formulated by JARCOM**

JARCOM was established as a mechanism for consultation among ASEAN countries for the purposes that SSC be adjusted to facilitate to reduce the gap among Southeast Asian countries and match with the need of recipient countries (Box 3-7).

**Box 3-7 Background of Establishment of the JARCOM**

In the fiscal year of 2003, the number of TCTP conducted in Southeast Asian region was about 40% of the total. However, in implementing the courses, in reflecting the Japanese intention of “Support for New Donors” to the original member countries from the establishment of ASEAN such as Singapore and Malaysia, the projects were formulated in emphasizing on the implementation capacity of facilities and human resource of these countries. Therefore, there is such aspect that the development need of participating countries for training was not fully reflected. Accordingly there was such trouble that participating countries did not fully get the outcome of training and implementing countries did not conduct effective cooperative activities in spite of many training courses.

( [http://www.jica.go.jp/jicapark/frontier/0408/02\\_b.html](http://www.jica.go.jp/jicapark/frontier/0408/02_b.html) 2005 . 8.6, Translation from Japanese to English )

In the annual meeting, in emphasizing the ownership of ASEAN countries, efforts are made to formulate projects in responding the need of individual countries. As ACIC of the country holding the meeting being the host, recipient countries express their individual need including the names of

expected supporting countries, and the supporting countries examine their possibility. It aims to build a system in which survey teams will be dispatched to the requested countries, then after securing their need the projects will be formulated. The holding cost of meeting is borne by JICA, and the meeting is being held every year in rotating among the JICA offices in the region. There are countries such as Thai which bear all or a part of cost of transportation and accommodation from their own budget. The arrangement including setting of the agenda is conducted by the JICA office and ACIC of the country holding the meeting in consultation with the JICA offices and the agencies in charge of international cooperation of the member countries. Bilateral negotiations are held among ASEAN countries on what can be offered by the relatively developed countries like Thailand and Malaysia to the less developed ones like the CLMV countries. To date, such training programs as Digital Telecommunication Network Operation & Maintenance Technology by Vietnam, Environmental Protection for CLMV Countries by Malaysia were formulated and registered as the aid projects in the framework of the Initiatives for ASEAN Integration (IAI).

### **(3) Characteristics of Supports for SSC and Positioning by the Concerned Organizations**

Table 3-2 has been produced, on the basis of the above study result, to present the overviews and characteristics of Support for SSC and its positioning by concerned organizations. The table describes the main points observed in case studies. The result can draw the three points as below.

From the case studies it is pointed out that the SSC support activities in Asia are divided into two categories. The first category is the SSC support activities mainly conducted by relatively developed implementing countries. Among TCTPG, under the assistance of the Thai JICA Office and TICA as the responsible agencies in the implementing country, the implementing organizations, using their technology and experience, support TCTPG. The recipient countries receive applications through the diplomatic channel in the implementing country, the recipient organizations in recipient countries respond in a passive manner, and the involvements of the JICA Offices and the agencies charged in international cooperation such as the International Cooperation Department of Ministry of Foreign Affairs and the Development Council of Cambodia in Laos and Cambodia are limited. The second category of SSC support was the SSC activities mainly conducted by the recipient countries. In these cases, the recipient organizations, with the assistance of the JICA offices and agencies charged in the international cooperation, in considering the activities as part of the JICA technical cooperation projects, utilize the technology and experience of neighboring countries. In cases of training on a contract basis, JICA offices are much involved in concluding contracts with the implementing organizations. Regarding the reception of Third country experts, the involvements of the dispatching organizations in the implementing countries are significant in addition to that of the concerned organizations of recipient countries.

The second point is that there is a trend to connect the training need for development issues in

recipient countries with the training capacity of the implementing countries. Such an activity has been conducted with the specific aim for narrowing the gap of the less developed CLMV countries such as Cambodia, Myanmar and Vietnam, which is borne by JARCOM. JARCOM is expected to reflect the development need of participating countries, thus make effort to find and formulate training courses in mobilizing the concerned organizations in both implementing and recipient countries. In the project formulation process, the involvements of recipient organizations of SSC, which is so far minimal, have increased. On the other hand there is a view that it take a longer period to formulate such projects due to the involvements of many organizations in the process, although JARCOM being a mechanism considering the need.

The third point is the existence of implementing organizations supporting the SSC activities. Most of these implementing organizations became the leading educational organizations with the past Japanese assistance. The implementing organizations, based on the intentions of cosigning organizations of JICA and TICA, decide the training contents in using the own resources. These SSC activities are also conducted in the framework of own internationalization and overseas business.

### **3.1.3 Contribution and Effects of Support for SSC**

#### **(1) Contribution and Effects**

In the evaluation exercise, taking the JICA country Office and ACICs in the recipient countries, Laos and Cambodia; the training implementing organizations in the implementing country, Thailand; and the trainee dispatching organizations of the recipient countries, Laos and Cambodia, the extent of acknowledgment and the realized situation of outcomes of SSC related projects. Unfortunately this evaluation study, due to the situation of the unclear and imperfect definition of outcomes, could not fully confirm the realized situation of contribution and effects. Accordingly this study supplemented the evaluation regarding the realizing situation of outcomes by the survey on the acknowledgment of concerned organizations on outcomes. The result of study based on the interviews at the field survey is shown below.

#### **a) Regarding the Outcomes of TCTPG**

TCTPG was formulated by the JICA office and TICA of the implementing country, and the organizations receiving the JICA technical cooperation in the past conduct the training courses as the implementing organizations. In practice, offers were given from the implementing sides, thus in cases of this study, the interest of the JICA Thai Office, TICA and the implementing organizations was high.

Table 3-2 Activities for South-South Cooperation and Positioning of Related Organizations

|  | JICA<br>Overseas Office<br>(Implementing Country )   | JICA<br>Overseas Office<br>(Recipient<br>Country)   | Agency charged in<br>International Cooperation<br>TICA<br>(Implementing Country )   | Agency charged in<br>International<br>Cooperation TICA<br>(Recipient<br>Countries)   | Implementing Country<br>Implementing Organization  | Recipient Country<br>Recipient Organization   |
|--|--|---|---|--|--|---|
| TCTPG<br><br>[Project : f, g, ,h, i,<br>j, k]  | <ul style="list-style-type: none"> <li>- Conduct as support for new donor</li> <li>- Support for training program based on project which Japan extended cooperation.</li> <li>- Provision of Cost</li> </ul> | <ul style="list-style-type: none"> <li>- Are not involved unless problem arise due to that selection and arrangement are conducted by using diplomatic channel of implementing countries</li> </ul> | <ul style="list-style-type: none"> <li>- Conduct as a part of aid policy</li> <li>- Conduct administrative procedures such as recruitment of trainees through diplomatic channel.</li> <li>- Provision of cost</li> <li>- Critics on implementation mainly by organizations supported by JICA technical cooperation projects</li> </ul> | <ul style="list-style-type: none"> <li>- Procedures for selection of trainee sending organization based on offers of training courses</li> </ul>       | <ul style="list-style-type: none"> <li>- Formulation of training courses to meet to requirements of client organization as training implementing organization.</li> <li>- Existance of constraints for selection of trainees</li> <li>- Conduct as apart of their business opportunity.</li> <li>- Conduct as a part of their institutionalization</li> <li>- Acknowledge as a part of foreign policy</li> </ul> | <ul style="list-style-type: none"> <li>- Respond as a part of their human resources development.</li> <li>- Respond to offers of training courses on an ad hoc basis</li> <li>- Respond in a passive way to offers rather than in a planned manner</li> </ul> |
| Technical<br>Cooperation<br>Project<br>- Contract based<br>training<br><br>[Project: b, c, d, e] | <ul style="list-style-type: none"> <li>- are not involved in.</li> </ul>   | <ul style="list-style-type: none"> <li>- Respond as a project in implementing plan.</li> <li>- Administrative procedures for contract.</li> <li>- Provision of cost</li> </ul>                      | <ul style="list-style-type: none"> <li>- are not involved in.</li> </ul>  | <ul style="list-style-type: none"> <li>-are not involved in</li> </ul>   | <ul style="list-style-type: none"> <li>- Formulation of training courses to meet to requirements of client organization as training implementing organization.</li> <li>- Conduct as a part of their institutionalization</li> </ul>   | <ul style="list-style-type: none"> <li>- Important component of cooperation activities</li> <li>- Planned implementation as a part of project</li> <li>- Provision of cost.</li> </ul>  |
| Technical<br>Cooperation<br>Project<br>- Utilization of<br>TCED<br><br>[Project: a]              | <ul style="list-style-type: none"> <li>- Selection of expert dispatching organization and administrative procedures.</li> </ul>  | <ul style="list-style-type: none"> <li>- Respond as a project in implementing plan.</li> <li>- Provision of cost</li> </ul>   | <ul style="list-style-type: none"> <li>- Support to expert dispatching organization</li> <li>- Procedure for approval of dispatching</li> <li>- Provision of cost</li> </ul>  | <ul style="list-style-type: none"> <li>- are not involved in</li> </ul>  | <ul style="list-style-type: none"> <li>Expert dispatching organization</li> <li>- Multi-partner project such as the IT Bridge Project at the Faculty of Engineering of the National Laos University: Participation as supporting organization.</li> <li>- Provision of cost</li> </ul>   | <ul style="list-style-type: none"> <li>- Important component of cooperation activities</li> <li>- Planned implementation as a part of project</li> </ul>  |
| Training Courses<br>formulated by<br>JARCOM  | <ul style="list-style-type: none"> <li>- Coordination agency regarding the JARCOM activities</li> <li>- Promotion of project formulation</li> <li>- Provision of cost</li> </ul>                             | <ul style="list-style-type: none"> <li>- Confirmation for training needs for development issues.</li> <li>- Support for project formulation</li> </ul>  | <ul style="list-style-type: none"> <li>- Respond to training needs for development issues.</li> <li>- Support for project formulation</li> <li>- Provision of cost</li> <li>- Criticism on JICA centric implementation</li> </ul>   | <ul style="list-style-type: none"> <li>- Confirmation for training needs for development issues.</li> <li>- Support for project formulation</li> </ul> | <ul style="list-style-type: none"> <li>- Respond to training needs for development issues.</li> <li>- Project formulation</li> <li>- Planning and implementation training courses</li> </ul>   | <ul style="list-style-type: none"> <li>- Identification of training needs for human resources development</li> <li>- Planed sending of trainees based on training plan.</li> <li>- Planed feedback of training results.</li> </ul>                            |

(Source) Formulated by the Study Team

Note: Refer to the project code on the Table 3-1

The implementing organizations made a considerable effort to the management of course, particularly such as the content of training courses, selection of trainees and to ensure the knowledge acquirement during the courses. In training courses, efforts for improving the training contents such as examination of technical levels, presentation success and failure cases, and formulation of action plan after returning were made so as to enhance the achievement of course participants. However they did not consider the enhancement of organizational capacity beyond individual capacity and knowledge as their responsibility but left it to dispatching organizations of trainees. Implementing organizations by their own managed training courses so as to respond to the general not specific issues that each dispatching organization faces, thus they assumed to be difficult to attain a greater achievement than that expected to ordinary training courses.

Moreover in TCTPG, most implementing organizations did not consider the follow-up to measure the effectiveness of training as one of their activities, thus did not conduct the follow-up of training. In the similar context, the implementing organizations of training did not take hold of the outcomes to the extent that the dispatching organizations had expected. They did not either have the opportunities to regularly obtain the information regarding the realization of outcomes though they had some chances as the implementing organizations participated in evaluation exercise. They did not have the knowledge whether the relationship and collaboration between the returned trainees and JICA projects existed or not. However they recognized the limitation inherent to the training mechanism order to realize the training effects (Box 3-8).

**Box 3-8 Training and Achievements of Implementing Organizations of Training Courses**

Efforts should be paid, for instance to produce the texts in English apart from the Lao, and difference among languages may cause the obstacle to communications. Yet the difference in the areas of languages and cultures does not pose an essential problem to training, thus affects little to the technical level achieved by training (An implementing organization of training courses).

In order to realize the outcomes exceeding the acquired knowledge after trainees returned their countries, such follow-up activities are required that TICA or JICA organize trainees, or assist to build related systems. Training alone may be difficult to achieve the expected outcomes (An implementing organization of training courses).

On the other hand, the interests of such concerned organizations as JICA Offices and charged ones in recipient countries were low. The system to secure the information of trainees was found neither in Laos nor Cambodia. Dispatching organizations in these countries responded when offers were given or passively, that is, not necessarily in a planned manner. The study team could hear of the effects of training at individual level, but hardly the realized outcomes beyond the improved knowledge of individuals. Dispatching organizations also basically expected to enhance the knowledge at the individual level.

Yet the achievement after training varied according to the attitude of dispatching organizations. When the organizations to which trainee belonged strongly sought to put the effects

into practice, for instance as seen in the case of changes in medical treatments through individual training of the Maternal and Child Health Project in Cambodia, there were cases that effects spread over the organization as a whole beyond the knowledge acquired by individuals. Also in cases that implementing organizations regularly had contacts with dispatching organizations of trainees, and selected the appropriate persons in close communications each other, the objectives of trainee and his/her belonging organizations coincide, thus the outcomes beyond the individual level, for example contribution to the regional cooperation activities, was realized.

#### **b) Outcomes of Training Programs Conducted in the Framework of Technical Cooperation Projects**

Training on a contract basis was conducted as part of technical cooperation projects so as to achieve their objectives. Both the JICA office and recipient organizations had concrete acknowledgment of the outcomes. The contents of training were determined following the requests of dispatching organizations, i.e., the implementation bodies of technical cooperation projects. These bodies, especially in focusing on the Japanese experts and the project counterparts at the project implementing organizations, determined the topics, contents and levels of training in close consultation with consigned bodies. As the effects of training, they counted not only the enhancement of knowledge and techniques of training participants but also the capacity improvement of dispatching organizations and contributed to achievement of the objectives of project under implementation (Box 3-9).

##### **Box 3-9 Training Programs Conducted in the Framework of Technical Cooperation Projects**

Regarding TCTP, the experts of projects directly went the place and after searching a training implementing organization suitable to the Cambodian situation, specifically set up the training courses. Thanks to this, the training courses with high quality and fit with the need were provided in the expense of great efforts for preparation. They also held training before dispatch as well as a reporting meeting after returning, thus firmly supported the trainees. Trainees themselves conducted the in-country training courses. (A dispatching organization of a recipient country)

The Lao Office considers the training courses in the framework of technical cooperation projects are effective. The response of the implementing organization, the response of National Waterworks Technology Training Center of Thailand is purpose-oriented (A JICA Office in a recipient country)

#### **c) Recognition of Outcomes of any type of TCTP Formulated by JARCOM Mechanism**

Concerned organizations consider that any type of TCTP formulated by JARCOM mechanism can enhance the acknowledgement of expected outcomes of each of organizations in the stage of formulation with the participation of the JICA Offices, the agencies charging SSC in both implementing and recipient countries, the implementing organizations in the implementing countries, and the dispatching organizations in the recipient countries. Especially they consider that since the implementing organizations in the implementing countries, and the dispatching

organizations in the recipient countries will share the outcomes, the possibility to attain the achievement become high. Furthermore they acknowledge that the JARCOM system had a possibility to be able to complement the short points of any type of TCTP, and the formulation of TCTP by JARCOM aims to transmit the training from the implementing side to the recipient side (Box 3-10).

**Box 3-10 Projects Formulated by JARCOM System**

Irrespective to various types of projects, they are formulated in taking the need of recipient countries into consideration as bilateral negotiations are individually conducted in the JARCOM forum. (A JICA Office in a recipient country)

Among the projects formulated under JARCOM, a nurse project in Malaysia and an aviation control project in the Philippines are included. In the latter project, the pilots trained in the Philippines conduct the training in Cambodia as trainers. The Development Council of Cambodia (CDC) considers an increase in such JARCOM projects in future (ACIC in a recipient country)

Recent training courses formulated under JARCOM are well built so as to match the respective needs. (An ACIC in a recipient country)

**d) Achievement of TCED**

The receiving bodies of TCED have so far been the JICA technical cooperation projects. In this sense, TCED are expected to only achieve outcomes as far as they are appropriately positioned in the technical cooperation projects. In the IT Bridge Project of Faculty of Engineering in Laos National University, the roles of Thai experts were appropriately defined in the framework of project activities. The experts conducted technical guidance in fully realizing their advantages. It is also an indispensable element to support the experts by the dispatching organizations in the IT Bridge Project, the King MonKut's Institute of Technology Lakrabang, the support organization, acknowledged the project as its own cooperation one and supported it so as to achieve the expected outcomes.

**(2) Expectations and Achievements of Support for SSC**

Table 3-2 summarizes, based on the study results of foregoing chapters, the degree of acknowledgement of concerned organizations on the outcomes of projects related to Support for SSC, the trend and characteristics of realization of these outcomes based on study cases. From the table the following three respects are pointed out.

First, it is pointed out that Support for SSC such programs as TCTPG consigned by JICA and TICA are conducted by established implementing organizations in utilizing their own resources. In this case study, it was observed that implementing organizations made an effort to improve the training texts and enrich the curricula, which made the course participants possible to enhance his/her knowledge and to acquire the techniques.



The second point was that the degree of achievements differed among the Support activities for SSC. While in TCTPG the outcomes were largely limited to the enhancement of knowledge and the learning of techniques of individuals, in the training courses conducted as part of the technical cooperation projects the outcomes reached at the organizational level beyond individual level. In the training courses conducted as part of the technical cooperation projects, under a clear perception regarding the outcomes of recipient organizations, training contents were determined and conducted in close consultation with implementing organizations. On the other hand, in TCTPG, the recipient organizations generally responded on an ad hoc basis to the subscription outline, did not dispatch trainees in a planned manner, nor clearly acknowledged the outcomes. Whether there is the common acknowledgement of outcomes between the implementing and recipient organizations caused a difference in the project outcomes.

The third point is the establishment of JARCOM, which is conceived as a movement to facilitate the common perception of outcomes between implementing and recipient organizations. JARCOM has made an effort so as to reflect the development need of recipient organizations to the projects conducted by implementing organizations, thus its outcomes were looked forward.

Table 3-3 Acknowledgement of Concerned Organizations on the Outcome of Project and Realization of these Outcomes

|   | Acknowledgement on the outcome of project   |   |   |   |   |   | Realization of contribution and effects.  |
|---|---|---|---|---|---|---|---|
|   | JICA Overseas Office (Implementing Country )  | JICA Overseas Office (Recipient Country)  | Agency charged in International Cooperation TICA (Implementing Country )  | Agency charged in International Cooperation TICA (Recipient Countries)  | Implementing Country Implementing Organization  | Recipient Country Recipient Organization  |   |
| TCTPG<br>[Project : f, g, h, i, j, k]   | <ul style="list-style-type: none"> <li>Emphasis on utilization of organizations which received JICA's Cooperation</li> </ul>                  | <ul style="list-style-type: none"> <li>Not necessarily acknowledged .</li> </ul>  | <ul style="list-style-type: none"> <li>Emphasis on development issues and capability of implementing organization.</li> </ul>                 | <ul style="list-style-type: none"> <li>Not necessarily acknowledged .</li> </ul>  | <ul style="list-style-type: none"> <li>Customization of contents to meet client agencies.</li> <li>Emphasis on ensuring output of training courses.</li> </ul>  | <ul style="list-style-type: none"> <li>Respond passively to training.</li> <li>Not clear in objectives of training as organization.</li> </ul>  | <ul style="list-style-type: none"> <li>Contribute to enhancement of individual knowledge and skills.</li> <li>hardly contribute directly to capability development of organization in most of trainee sending organizations</li> </ul>  |
| Technical Cooperation Project<br>• Contract based training<br>[Project: b, c, d, e] | <ul style="list-style-type: none"> <li>Not necessarily acknowledged</li> </ul>  | <ul style="list-style-type: none"> <li>Acknowledge as means to attain project goal and project purpose.</li> </ul>                            | <ul style="list-style-type: none"> <li>Not necessarily acknowledged .</li> </ul>  | <ul style="list-style-type: none"> <li>Acknowledge as a part of development plan.</li> </ul>  | <ul style="list-style-type: none"> <li>Customization of contents to meet client agencies.</li> <li>Emphasis on ensuring output of training courses</li> </ul>   | <ul style="list-style-type: none"> <li>Emphasis on clarification of training contents and its effects as a part of on-going project.</li> </ul> | <ul style="list-style-type: none"> <li>Contribute to the attainment outcome as a part of technical cooperation project.</li> <li>Contribute to capacity development of recipient organizations.</li> </ul>  |
| Technical Cooperation Project<br>• Utilization of TCED<br>[Project: a]              | <ul style="list-style-type: none"> <li>Not necessarily acknowledged</li> </ul>  | <ul style="list-style-type: none"> <li>Acknowledge as means to attain project goal and project purpose.</li> </ul>                            | <ul style="list-style-type: none"> <li>Acknowledge through dispatching experts.</li> </ul>  | <ul style="list-style-type: none"> <li>Acknowledge as a part of development plan.</li> </ul>  | <ul style="list-style-type: none"> <li>Expert dispatching organization</li> <li>Multi-partner project such as the IT Bridge Project at the Faculty of Engineering of the National Laos University: Strong acknowledgement as a supporting organization.</li> <li>Provision of cost</li> </ul> | <ul style="list-style-type: none"> <li>Emphasis on clarification of contents and its effects as a part of on-going project.</li> </ul>          | <ul style="list-style-type: none"> <li>Attainment of outcome due to the clarification of contents of activities by sending as a part of technical cooperation project.</li> <li>Attainment of outcome due to common and similar languages, ex. IT Bridge Project at the Faculty of Engineering of the National Laos University</li> </ul> |
| Training Courses formulated by JARCOM   | <ul style="list-style-type: none"> <li>Confirmation of development needs</li> <li>Formulation of project to met development needs.</li> </ul> | <ul style="list-style-type: none"> <li>Confirmation of development needs</li> <li>Formulation of project to met development needs.</li> </ul> | <ul style="list-style-type: none"> <li>Confirmation of development needs</li> <li>Formulation of project to met development needs.</li> </ul> | <ul style="list-style-type: none"> <li>Confirmation of development needs</li> <li>Formulation of project to met development needs.</li> </ul> | <ul style="list-style-type: none"> <li>Confirmation of development needs</li> <li>Formulation of project to met development needs.</li> </ul>   | <ul style="list-style-type: none"> <li>Confirmation of development needs</li> <li>Formulation of project to met development needs.</li> </ul>   | <ul style="list-style-type: none"> <li>Can expect outcome by making efforts to reflect the needs of recipient countries</li> </ul>  |

(Source) Formulated by the Study Team

Note: Refer to the project code on the Table 3-1

### (3) Facilitating and Impeding Factors for Achievement

Table 3-4 arranged the facilitating and impeding factors by programs and projects based on the observations in the foregoing sections. Main factors will be discussed on the following paragraphs.

Table 3-4 Facilitating and Impeding Factors for Achievement

|   | Facilitating Factor   | Impeding Factor   |
|---|---|---|
| TCTPG<br>[Project : f, g, h, i, j, k]   | <ul style="list-style-type: none"> <li>• The existence of implementing organizations as the leading education Organizations</li> <li>• Experiences and knowledge of implementing organizations from the Japanese assistance</li> <li>• Acknowledgement of implementing organizations on project as a part of foreign policy</li> <li>• Strong acknowledgement and clear positioning of recipient organization on training objectives in the context of its issues and human development</li> <li>• Clear commitment of organizations concerned</li> </ul>   | <ul style="list-style-type: none"> <li>• Lack of communications between training implementing and trainee dispatching organizations</li> <li>• Passive response of recipient organizations</li> <li>• Difficulty of planned dispatches of trainees to TCTPG</li> <li>• Mismatching of training needs.</li> <li>• Unbalance of level of trainees.</li> <li>• Difficulty of JICA office in implementing countries to involve and act independently</li> </ul> |
| Technical Cooperation Project<br>• Contract based training<br>[Project: b, c, d, e] | <ul style="list-style-type: none"> <li>• The Existence of implementing Organizations as the leading education organizations</li> <li>• Experiences and knowledge of implementing organizations from the Japanese assistance</li> <li>• tation of training in a planed manner by recipient organization.</li> <li>• Implementation of training by flexible utilization of local activity expenses.</li> <li>• Business oriented responses based on contract basis implementation.</li> <li>• Communications between implementing and recipient organizations</li> <li>• Clearness of positioning of training as a part of technical cooperation project</li> <li>• Support of JICA office in recipient country.</li> <li>• Flexible selection of implementing organizations( emphasis on common language)</li> </ul> | <ul style="list-style-type: none"> <li>• Unclear Positioning of activities</li> <li>• Difficulty of positioning of international agreement</li> </ul>   |
| Technical Cooperation Project<br>• Utilization of TCED<br>[Project: a]              | <ul style="list-style-type: none"> <li>• The existence of implementing organizations as the leading education Organizations</li> <li>• Experiences and knowledge of implementing organizations from the Japanese assistance</li> <li>• Intention of supporting organization for cooperation</li> <li>• Emphasis on common language (Thailand - Laos)</li> <li>• Clear commitment of organizations concerned</li> <li>• Division of roles among organizations concerned</li> </ul>   | <ul style="list-style-type: none"> <li>• Difficulty due to the regulations of supporting organizations. (term, treatment)</li> </ul>  |
| Training Courses by JARCOM  | <ul style="list-style-type: none"> <li>• The existence of implementing organizations as the leading Education organizations</li> <li>• Clear commitment of organizations concerned</li> <li>• Division of roles among organizations concerned</li> </ul>  | <ul style="list-style-type: none"> <li>• Difficulty due to the existence of many organizations concerned</li> </ul>   |

Note: Refer to the projects code on the Table3-1

## **a) Facilitating Factors**

### **- The existence of implementing organizations as the leading education organizations**

The implementing organizations of this study are such as high-level educational institutes, specialized technical education institutes, training institutes and educational institutes attached to universities, which respectively place themselves as the leading educational institutes in respective disciplines in the countries. They planned training courses on the basis of their own resources following the needs of JICA, TICA and the consigning organizations. They also paid an effort to secure a certain level of training when trainees finished the courses. To secure a certain level of training was much owed to these implementing organizations.

### **- Clear understanding of the outcomes at recipient organizations**

Training outcomes are ensured through the appropriate feeding back of training results to the dispatched organizations. In such a feeding back, clear understanding of recipient organizations, which dispatch experts or receive experts, is important. In case of training on a contract basis in the framework of technical cooperation projects, the training was clearly placed as an element of the projects. There since the success or failure of training directly affects that of projects, training were conducted in a planned manner. Such a situation was also found in case of TCTPG, when the dispatching organizations of trainees clearly positioned it in connection with the personnel policies and for resolving problems in their own organizations.

### **- Communications between implementing and recipient organizations**

Achievement is attained when implementing organizations appropriately understood the objectives of recipient organizations. In case of training on a contract basis in the framework of technical cooperation projects, recipient organizations selected the implementing organizations, and consigned the training on a contract basis. In concluding contracts, a close discussion was held between the organizations. As a result, it became possible so that the implementing organizations adjusted the training contents with the objectives of recipient organizations. Moreover after finishing training, in conducting joint evaluation for feeding back to the next training, an effort was made to improve the training so as to better match the objectives. On the other hand, in the training formulated and planned by JARCOM mechanism, the implementing as well as recipient organizations, in holding meetings, made an effort so as to adjust the training contents with the objectives in combining the development need to resources.

### **- Clearness of strategic positioning of SSC in the implementing organizations**

Third country experts subject to this study who were dispatched to the technical cooperation projects conducted by the recipient organizations actually produced the expected outcomes. One of the elements was that the activities were strategically positioned in the organizations dispatched the experts. The project was a joint one among three organizations of Faculty of Engineering in Laos

National University, the King MonKut's Institute of Technology Lakrabang in Thailand (KMITL) and JICA. KMITL that dispatched the experts supported as the organization as a whole to attain the expected outcomes. The implementing organization clearly defined SSC as a joint project and encouraged the activities, which was an element for realizing the outcomes.

#### **- Common language**

In conducting TCTPG and TCED, the common or similar language between implementing and recipient countries constitutes one of important elements for realizing the outcomes. The linguistic similarity between the Thai and Lao reduces the obstacles caused by language barrier, and facilitated the training and guidance to the recipient country. The facts that in the IT Bridge Project the Thai experts produced the texts in the Thai quickly, and in the Project on Capacity Building for Water Supply System for Lao Water Supply Authority, contract-based TCTP and TCED transferred technology to Lao experts in the Thai, as two countries had not only the linguistic similarity but also many common and joint aspects in culture, environment and history, which altogether contributed to the realization of outcomes.

#### **- Experiences and knowledge of implementing organizations from the Japanese assistance**

Implementation of SSC in Thailand had been conducted by the organizations having actual records of Japanese aid. The organizations include high-level educational institutes, specialized technical education institutes, training institutes, and educational institutes attached to universities, which respectively place themselves as the leading educational institutes of the countries in respective disciplines, and most of them acknowledge the fact they developed on the basis of Japanese technical cooperation. Implementing organizations such as National Waterworks Technology Training Center of Metropolitan Waterworks Authority in Thailand, Khon Kaen and Kasetsart universities in Thailand, and Sarawak General Hospital in Malaysia received the Japanese cooperation. National Waterworks Technology Training Center of Metropolitan Waterworks Authority in Thailand was also established by the Japanese cooperation, which was highly conscious of the cooperation in displaying the photos at that time, and conducted many training courses mainly within Thailand. They conducted training and expert dispatches taking the past Japanese cooperation as a history and on the basis of current functions. As such the experience and knowledge from the Japanese technical cooperation form the common base in SSC supported by JICA, thus contributed to its smooth management and implementation.

#### **b) Impeding factors**

##### **-Difficulty of planned dispatches of trainees to TCTPG**

The subscription of trainees of TCTPG, as being observed in the Cambodian case, was made on an ad hoc basis, thus difficult to utilize them in a planned manner. Accordingly when recipient organizations subscribed the trainees, it tended to dispatch in a passive manner those who were

available at that time. Personnel sections considered the training as part of career development of the staff, and selected trainees so that they could acquire knowledge at individual level. The cases in which trainees were selected so as to respond to the development issues that organizations faced were rather limited.

#### **- Unclear positioning of Support for SSC**

The acknowledgment of TCTPG in Laos and Cambodia was not high. The existing training was not positioned as a tool to resolve the development issues faced with the project implementation plans of respective Offices. While the study team requested the lists of trainees dispatched under TCTPG, the lists were not available. The Offices hardly obtained the information on what counterpart organizations dispatched what kind of staff and to what TCTPG. In Cambodia, the Development Council had not been involved in the programs. Such unclear positioning of TCTPG of SSC by JICA Offices and agencies charged in international cooperation in recipient countries caused a lack of common acknowledgment concerning the expected outcomes of SSC with implementing countries, as a result limited the realization of outcomes.

#### **- Lack of communications between implementing and training organizations**

In TCTPG, the trainees were selected and determined by the implementing organizations on the basis of the list presented through the diplomatic channel. In practice, however, at the stage of selection through the diplomatic channel, candidates were reduced to small numbers thus the degree of freedom that the training implementing organizations were involved was much limited. Accordingly the organizations did not directly contact with trainees in the process of selection. Moreover it was pointed out that when the offers were accepted, these organizations hardly looked for the appropriate contact points in the country, and that as far as the diplomatic channel was used, the receipts of applications from appropriate organizations were not assured. The implementing and trainee receiving organizations were not aware of the intention of dispatching organizations, thus could not find what kind of feedbacks are required. As a result, the implementing organizations could not share the outcomes with the recipient organizations, which made it difficult to ensure the outcomes.

#### **- Difficulty of working languages**

In TCTPG, the training contents were usually determined following the levels of education and training that respective organizations were conducting, which in Laos and Cambodia was not necessarily meet the English fluency level as ordinarily conceived. Also the recipient organizations had to dispatch the staff fluent to English irrespective to his/her subjects, since the number of staff fluent to English was limited. Such a situation would make it difficult to dispatch the appropriate trainees from countries like Cambodia and Laos, which were the priority countries of JICA as well as Agencies charging International Cooperation, thus became a factor impeding the appropriate

response to development issues.

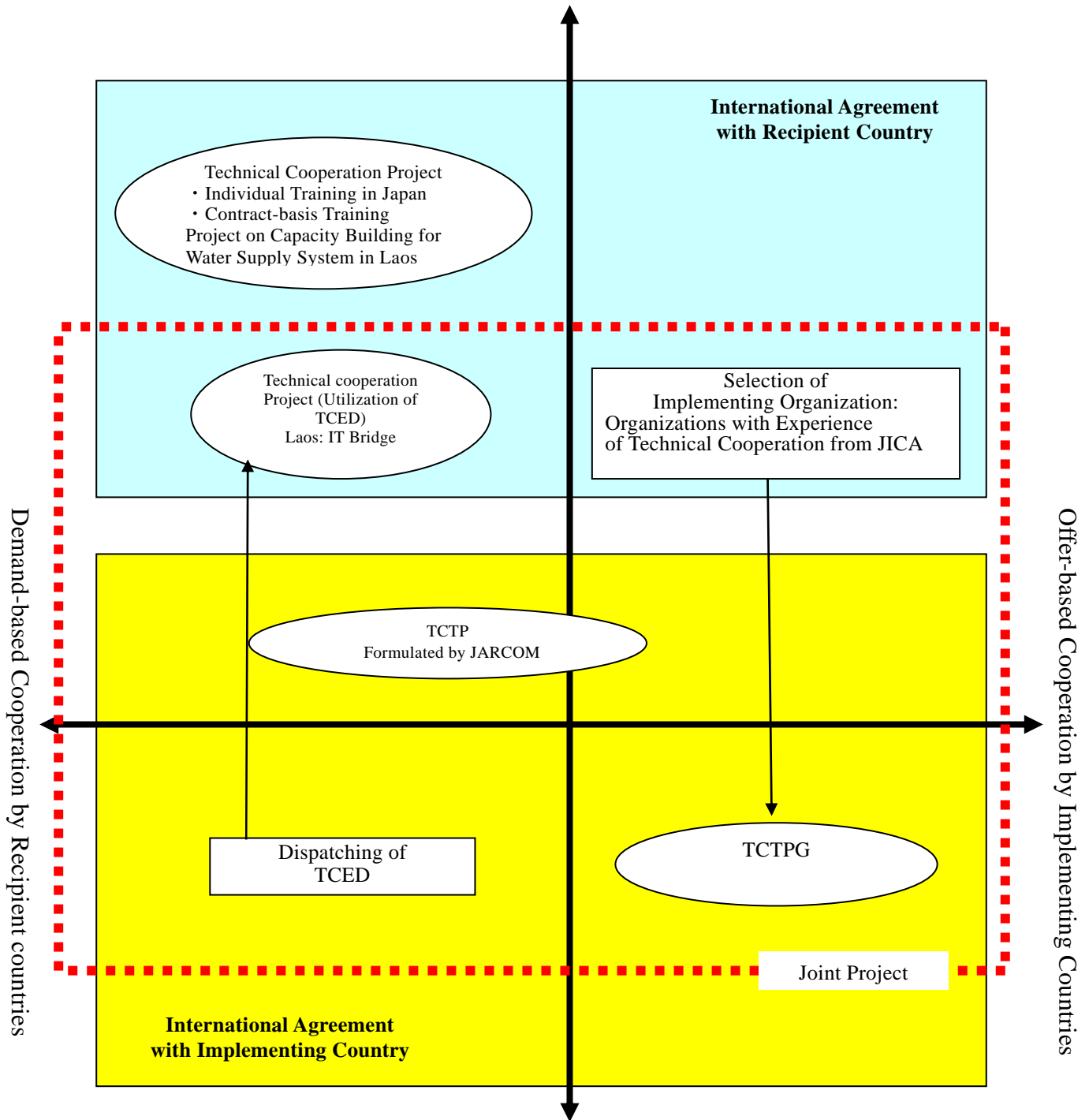
### **3.1.4 Aid Framework and Characteristics of SSC**

In this section, based on the results of foregoing analysis, the author considers the cooperation frameworks of JICA and TICA and the implementation and outcomes of the support projects of SSC to clarify the characteristics of SSC. The author also presents the ideal features of partnerships and international commitments, and then provides some suggestions on how to arrange each project from the aspects of system and operation. Figure 3-1 shows the classification of case studies from such aspects, and the territories of joint projects and international commitments with implementing as well as recipient countries.

The vertical axis represents the degrees of influence in the cooperation framework of JICA and TICA. As moving upward along the axis, a project is conducted in the framework of JICA's aid cooperation, that is, the project represents a technical cooperation project reflecting the JICA's policies and strategies at a higher degree. On the other hand, as moving downward along the axis, the project represents a technical cooperation project implemented based on the TICA's policies and strategies as the implanting country of SSC. Since policies and strategies of JICA and TICA are naturally different, the projects and activities jointly implemented by two agencies should be placed at a certain position on the Figure. Such a positioning of individual projects is important.

On the other hand, the horizontal axis represents the degrees of direction of projects. As moving rightward along the axis, the project represents an offer-based cooperation conducted by implementing organizations. In other words, the project focuses on implementation for ensuring the knowledge and technique of the recipients of project. On the contrary, the left direction on the axis represents a demand-based cooperation conducted by request of recipient organizations. In other words, the projects located there are formulated and managed focusing on outcomes on the basis of common perception of implementing as well as recipient organizations. In order to better realize the outcomes, a project directing towards an offer-based cooperation conducted by implementing organizations should be changed to one directing toward a demand-based cooperation conducted by request of recipient organizations.

## Technical Cooperation in the Framework of JICA



(Source) Formulated by the Study Team

Figure 3-1 SSC Activities and Positioning



Based on such a general framework, it can be said that TCTPG is being conducted in the dual framework composing of selection and formulation of project under the JICA framework, and the project implementation in the TICA framework of the implementing country. This situation is a cause of the TICA's claim that the Japanese intention is strongly reflected in TCTPG, and that the training program does not reflect the modality as the Thai side hopes. Moreover the program is managed directing toward an offer-based project management by the implementing countries, and the outcomes are limited to the enhancement of knowledge and acquirement of techniques of individual trainees, so do their realization. The institutional rearrangements and the program management directed toward request of recipient countries are thus required

TCTPG is being reformed under the JARCOM system. In principle, it directs toward formulating the projects based on the need of recipient countries, in that sense toward the request of the recipient countries. However the JARCOM system itself is not necessarily clear where it should be positioned in the respective frameworks of JICA and implementing countries. The Thai government, while appreciating JARCOM as a system to be able to incorporate the need of recipient countries, it felt that the system was still led by JICA. The framework will also vary depending on the extent to harmonize with the ASEAN integration initiatives.

The utilization of the resources of neighboring countries on a contract basis as a component in the framework of technical cooperation projects is one of effective means. It can be positioned as the cooperation directed toward the request of the recipient countries in the JICA framework. It is thus important to arrange its institutional and management systems so as to be able to utilize more actively.

TCED is positioned as the resource utilization of neighboring countries in the JICA framework. It needs further discussions how to bring such a system closer to the framework of implementing countries as a joint project. The IT Bridge Project of Faculty of Engineering in the Laos National University is a precious example demonstrating such a direction.

### **3.1.5 Issues Relating to Promotion of Support for SSC in Asia Region**

Asia, particularly Southeast Asian region, is one of the priority cooperation areas of Japan, where Support for SSC has so far been conducted in view of the utilization of resources built through the JICA cooperation, in future, however, such aspects as an emphasis on recipient countries and the assistance among countries within the region will become important. For this purpose, the project formulation in the framework of JARCOM is currently strengthened. In the following sections, based on the foregoing analysis, issues of SSC and Support for SSC are described from the aspects of policies/strategies, system and operation.

## **(1) Policies and Strategies**

### **- Reconsideration of the features of partnership**

Japan and Thailand concluded the PP, under which both countries implement Support for SSC to other developing countries. However in practice its actual modalities are not necessarily reflect the pattern that the Thai side hopes, as observed in the facts that an official requests for a joint projects should be submitted by the Thai side, and the Japanese intention is strongly reflected in TCTPG.

Most projects of Support for SSC is the joint projects including the fund sharing, thus concerned parties are desirably expected to be basically in equal position. From this point of view, the submission of official request from the Thai side may be against the conception of partnership. As a result, for example, there was a case that such a procedure impeded the implementation of cooperation, as the Thai side refused to submit an official request, as a result the joint assistance to African countries was delayed. After that, Japan has proposed a system in which projects of the PP will be examined separately from the traditional procedure without request from Thai if there is an agreement at the Committee of the PP. By promoting this kind of system construction, the responsibility of parties including the government of implementing countries and JICA will become clear, and consultation and coordination among stakeholders will also become easier.

The formulation of SSC projects by JARCOM as a system attracts a certain appreciation from the Thai side, since it is able to reflect the need of recipient countries. However it is pointed out that the process of project formulation is still led by JICA and cannot be fully understood from outside. As such the Thai side has a doubt regarding the present partnership in which the intention of JICA has a priority over that of the Thai side. It should examine how to more respect the autonomy and ownership of the Thai side, for example, by strengthening of coordination between them in the upper stream of country programming, so as to improve the capacity of Thailand as a donor. Furthermore, with such an approach, the relationship with the implementing country will be further improved.

### **- Rearrangement of the perception of international commitments**

In recent years as the modalities of Support for SSC have diversified, it needs to rearrange the approach of international commitments as the basis of implementation of cooperation. At present, international commitments between Japan and implementing/recipient countries are determined according to the main bodies of the implementation of activities. For example, in the case of TCTPG held in Thailand, international commitment is concluded assuming that the aid is provided to the training implementing country. The proper recipient is however the recipient country that dispatches trainees, thus the Thai side expresses a doubt on concluding an international commitment with Thailand that provided the assistance.

In order to improve the situation, the international commitments in Support for SSC should be principally considered as the aid to recipient countries. In clarifying the principle, the relationship among Japan and implementing/recipient countries becomes clear. Afterward the modalities of individual assistance should be worked out.

## **(2) Systems**

In the Southeast Asian region, each JICA Office of ASEAN is making an effort to position the JARCOM framework into the Support for SSC, especially TCTPG implemented in the neighboring or ASEAN countries into the development programs for recipient countries, and to develop it as a system to identify the objectives. Such a direction is considered appropriate, and it is important to develop JARCOM as a more effective system.

However the formulation of training based on need is not a simple task. In fact while JARCOM make an effort to formulate training courses based on need, such courses are not necessarily formulated in practice. Moreover the positioning of JARCOM is not consistent between JICA and the implementing countries. While the Thai government appreciates JARCOM capable to bring up the need of recipient countries, it regards the project formulation being still led by JICA. Moreover the positioning will vary depending on that how extent JARCOM matches the initiatives of the formulation of East Asia Community. As it is, the outcome may less than expected, which may endanger the future of JARCOM itself.

## **(3) Operation**

### **- Reconstruction of the process of subscription and implementation of TCTPG**

Looking into the detailed procedures of TCTPG, they have many problems. The subscription of trainees of TCTPG is held through the diplomatic channel. Accordingly there is no system that the implementing organizations make contacts with the concerned organizations in recipient countries or those of JICA activities and their personnel, which lead to a weak acknowledgment of the outcomes of activities. Due to such a selection procedure, the implementing organizations conduct in reality the training activities in a passive manner. Under such a selection procedure, the involvement of JICA offices in implementing and recipient countries is limited to the assistance from the side, barring the essential involvement. Considering the situation, a procedure without using the diplomatic channel, otherwise even if the diplomatic channel will be used, a change in the procedure of trainee selection through direct consultations among stakeholders centering on implementing organizations will better meet the need of recipient countries, so the JICA strategies of country specific and discipline specific approaches.

#### **- Encouraging the accumulation and sharing of information**

The information of participants in TCTPG, that is, their lists are only produced on an ad hoc basis and not filed and secured in JICA offices. Under the situation, it becomes difficult to position TCTPG into the development process of recipient countries in a systematic and planned manner. Especially it becomes difficult to accumulate and share the data and information on TCTPG and TCED conducted as components of technical cooperation projects of recipient countries, and their contents. A more systematic approach is required. To these effects, for the first place, the accumulation of information concerning the training participants is required. Databases exist for training held in Japan. Similarly in incorporating this step into the administrative procedures of TCTPG, the securing and accumulation of the information of participants are regularly conducted. Moreover on the basis of the databases thus accumulated, the information of participants in recipient countries will be shared among stakeholders, which should clearly position it into the projects/programs for resolving development issues.

On the other hand, Thailand, Malaysia and Singapore have set up the inventories of training programs implemented in respective countries. The JICA offices in ASEAN countries started to share the inventories. Since the sharing of the inventories should promote to such exercises as the matching with development need of recipient countries, and the clarification of roles among countries. Also the information sharing should be more actively pursued in JARCOM.

#### **- Utilization of resources in neighboring countries with technical cooperation projects as the core**

In the technical cooperation projects in Laos and Cambodia, training programs utilizing the technology and experience of the neighboring countries are positioned and conducted into respective projects with successful outcomes. A technical cooperation project at Faculty of Engineering in Laos National University is implemented as a joint project using the Thai resources. As such the utilization of resources in neighboring countries with technical cooperation projects as the core will make it easy to define their objectives. On the other hand, JICA is pursuing the program approach in combining input elements in a flexible manner to resolve issues.

Considering the above situation, implementation of training and acceptance of trainees in utilizing the resources in the neighboring countries with technical cooperation projects as the core will promote the flexibility. It needs to arrange the system to promote a further utilization.

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

In Latin America region, since the countries of the region share with the common language and cultural background and the regional cooperation and economic integration advances, there is a movement for develop the cooperation for resolving the common issues to the region. SSC has been noticed as a means to promote such a development in the region. In October 2005, “the Seminar of Capacity Development for SSC” (widely known as “the Bogota Seminar”) was held in Columbia. In January 2006, its follow-up seminar was held in El Salvador, in which a strong intention of the region working for the SSC was observed. Moreover in these meetings, the cases of Japanese Support for SSC were presented, which were highly appreciated by the countries of Latin America Region.

On the other hand, regarding the Japanese ODA for Latin America region, the budget allocation has been declining every year, and this trend is assumed to continue in the foreseeing future. Under such a situation, Support for SSC in the region has been actively promoted in view that it is highly important for realizing the effective and efficient utilization of the aid resources. Under the circumstances, on the basis of rich records in the conventional Support for SSC such as TCTPG and TCED, new schemes have been emerging in the region. Specifically they include such as the mini-projects and the broad regional seminars conducted in the framework of the Japan-Chile Partnership Program (JCPP).

Considering the situation, the study and analysis for Latin America region focused on the ideal features of various schemes of Support for SSC and the relationship between the regional cooperation and Support for SSC.

In addition, this report, mainly based on the analysis of JCPP and Japan-Mexico Partnership Program(JMPP), Japan-Brazil Partnership Programme(JBPP), and Partnership Programme of Japan-Argentina(PPJA) are not included to subjects for analysis.

#### **3.2.1 The Summary Table of Target Case Study**

Summary of the target projects is shown below. Also, please note that, because this is the thematic evaluation, projects are not individually evaluated. The projects that are important for analysis in considering for SSC in this region were subjects for documentation analysis and interviews.

Table 3-5 Summary of the Projects for Case Studies(Latin America)

| No. | Sector                      | Project Name(Scheme)   | Project Period | Implementing Organization of SSC  |
|-----|-----------------------------|--|----------------|---|
| a.  | Fisheries                   | <b>Plan to Develop Increased Shellfish Cultivation</b><br>(Technical Cooperation Project)  | 2005 - 2008    | <b>Chinque Cooperation, Chile</b><br>The Minister's Secretariat of Fishery, The Ministry of Economic  |
|     |                             | <b>【Objective】</b> Plan to improve understanding of the management of marine resources by transferring technology to citizens through technical personnel of the fisheries agency or by organizing subsistence fishermen who depend on ark shell and oysters for their main sources of income along the eastern coastal region to foster seedling production, cultivation, and growing.<br><b>【Characteristics】</b> Indirect supports have been provided to achieve results in the project from the application of artificial seedling production and cultivation technology for Japanese oysters established by previous technical cooperative projects to develop increased shellfish cultivation in Chile as SSC support. |                | <b>【Cooperation】</b> Planned to dispatch of a total of 2 Chilean experts<br><br>(The vice-minister D.E.A. fishery secretariat)<br>Planned to dispatch Chilean experts and to implement training course in Chile   |
| b.  |                             |  |                | <b>North Catholic University, Chile</b>   |
|     |                             |  |                | <b>【Cooperation】</b> Implementation of international course on “III International Course about Commercial Shellfish Farming”, and dispatch of experts   |
| c.  | Disaster Prevention         | <b>Project to Improve Construction Technology to Spread Earthquake Resistant Homes</b><br>(Technical Cooperation Project)  | 2003 - 2008    | <b>Center for Natural Disaster Prevention (CENAPRED), Mexico</b>  |
|     |                             | <b>【Objective】</b> Aims to develop and spread low cost but highly earthquake-resistant materials and methods for home building in order to ensure safe living conditions for low income people by improving earthquake resistance of homes.<br><b>【Characteristics】</b> Technical cooperation from CENAPRED, which was built in 1990 with grant aid from Japan, is playing a main role in this project.  |                | <b>【Cooperation】</b> Dispatch of short-term experts (cumulative total: 8) and overseas training conducted in Mexico or El Salvador through the Japan Mexico Partnership Project (JMPP).   |
| d.  | Strengthening Organizations |  | 2003 - 2006    | <b>Strengthen JCPP (Bilateral technical project for Chile)</b>  |
|     |                             |  |                | <b>【Objective】</b> Aims to strengthen capacity of AGCI in implementing JCPP activities.<br><b>【Characteristics】</b> SSC project to support development for becoming a donor. Management capacity for projects (formation, implementation, monitoring, and evaluation) is to be strengthened through the trial implementation of |

|    |             |   |                            |  |
|----|-------------|---|----------------------------|--|
|    |             |   |                            | a technical cooperation project (mini project) through the joint support to a third country by Japan and Chile.  |
| e. | Security    | <b>Prevention of the Consumption and Control of the Illicit Traffic of Drugs (JCPP regional seminar)</b><br><b>【Objective】</b> Promote police network within the region through the training course discussing on illegal drugs and the prevention for police officers<br><br><b>【Characteristics】</b> The training participant National Public Safety Academy also serves as the administrative office for the Central American Institute of Advanced Police Studies (ICESPO). This is a SSC support project that has a broad regional field of view.  |                            | <b>National Police, Chile</b><br><br><b>【Cooperation】</b> Hosted 2 seminars and Regional seminar targeting for ICESPO in Chile.  |
| f. | Environment | <b>Environmental Restoration for a Sustainable Management for Watershed (TCTPG course)<sup>1</sup></b><br><b>【Objective】</b> To improve a sustainable development of natural resources and the environment in Latin America and Caribbean Region by providing knowledge and techniques on total watershed management.<br><b>【Characteristics】</b> SSC by CONAF, which is a counterpart of the 1993-1999 technical project.  | 1999 - 2003;<br>2004 - --* | <b>Nacional Corporacionfor Forests (CONAF), Chile</b><br><br><b>【Cooperation】</b> Conduct TCTPG for the 18 Latin American countries on soil erosion countermeasures, the preservation and improvement of soil, and so forth.   |
| g. | Education   | <b>International Diploma in Quality and Equity Education (JCPP regional seminar)</b><br><b>【Objective】</b> In order to contribute to poverty reduction in Central and South American countries through the improvement of educational administration, the participants in this training will learn to implement high quality and equal education in their home countries.<br><b>【Characteristics】</b> Based on the success of Chilean educational reform, participants in the JCPP region-wide seminar held in Honduras in 2002 requested cooperation to provide equal access to education and to improve the quality of education. This is a broad SSC with 13 countries from Central-South America participating. | Every year since 2003      | <b>Universitat Metropolitana de Ciències de l'Educació (UMCE), Chile</b><br><br><b>【Cooperation】</b> Conduct seminars. In order to share the experiences and good practices of Japan and other countries, the seminar was conducted with the cooperation of Japanese and Honduran experts. |

<sup>1</sup> Implemented from FY2004 as the “Sustainable management of soil and watersheds in consideration of environmental recovery”

|    |                   |  |                         |  |
|----|-------------------|--|-------------------------|--|
| h. | Agriculture       | <b>Support to improve the management of cattle reproduction and rearing and productivity of the Santa Rosa de Lima farming union (JCPP mini project)<sup>2</sup></b>   | 2003 - 2006             | <b>National Center of Training and Capacitation in Reproduction and Animal Management (CENEREMA), Austral University, Chile</b>  |
|    |                   | <p><b>【 Objective 】</b>To increase the reproduction of livestock at the Santa Rosa de Lima farming union by developing and disseminating techniques for improving cattle reproduction, artificial insemination, breeding, rearing and management.</p> <p><b>【 Characteristics 】</b>This is a follow-up to the livestock hygiene program in which experts were sent individually from 1997 to 2001. At the same time as being a practical example of a mini project, it will be a project involving remote project management (monitoring will be conducted in El Salvador from Chile) and SSC support.</p> |                         | <p><b>【 Cooperation 】</b> Experts on artificial insemination, breeding, improving types, and rearing, etc., are dispatched to increase cattle productivity of small dairies.</p> |
| i. | Promoting Exports | <b>Strengthen EXPORTA (JCPP mini-project)</b>  | Proposal being prepared | <b>Chilean Trade Commission (PROCHILE), Chile</b>  |
|    |                   | <p><b>【 Objective 】</b> To establish market research and trade information management system at EXPORTA in El Salvador.</p> <p><b>【 Characteristics 】</b>There have been requests for long-term experts to be sent from Japan, but in view of the fact that the current priority is to strengthen the organization and that the TOR for experts and counterpart organization are not yet clear, the JCPP project has been requested first.</p> <p>This is a capacity development project for EXPORTA which was established as an agency directly supervised by vice president in 2004.</p>                 |                         | <p><b>【 Cooperation 】</b> This project is in the process of being formulated, and the dispatch of experts from ProChile and acceptance of trainees is being considered.</p>      |

Source: Based on on-site interviews at the project sites and on project-related documentation

Information gathered only from documents and interviews to person concerned in the recipient county.

### 3.2.2 Actual Situation of Support for SSC

#### (1) SSC Positioning and Strategies

##### a) Chile as an Implementing Country

The JICA Chili Office, on the basis of, Japan's ODA charter, JICA midterm plan, and the agreement in JCPP, actively supports the Japanese Support for SSC, and formulates/conducts such activities as TCTP (contract-based and group training), the Training positioned as technical cooperation projects, TCED and the technical cooperation projects for Chili for the purpose of supporting for the country to become a donor.

<sup>2</sup> The project name in Chile is "Cattle Livestock Management".



The Office appears to work for Support for SSC in the following perception: “The most important things in conducting the SSC activities are to respect the Chilean position and viewpoints assisting other third countries (i.e. the final recipient countries) at the same standpoint as for Japan (i.e. as the equal partner), while intensifying the mutual discussions, so as to benefit the final recipient countries at the end, in taking respective advantages of Japan and Chile”.

**The International Cooperation Agency of Chile (AGCI)** puts a high mark on JCPP. It is because while Japan and Chile are greatly different in the culture, geographical situation and languages each other, both of them highly appreciate JCPP as to jointly build a system is a rare case in the world of international cooperation; therefore its implementation process itself has a high value. Also JCPP is understood as the heritage born from the Japan-Chile cooperation for more than 40 years. This perception was confirmed from a hearing of Mr. Arturo Vergana Moreno, the Director of Horizontal Cooperation Department of AGCI. He strongly acknowledged the importance that in selecting the projects of JCPP should be chosen from the areas where the need and interest of Japan and Chile overlapped, and that the technology and knowledge, which Japan cooperated with Chile in the past, should be transferred to other countries.

Chile had been conducting mutual cooperation among Argentine, Columbia and Venezuela with the conclusion of the Technical Cooperation Agreement (on a government-government base), and extending the cooperation to other countries in the region. However, Director Vergana expressed the view that the “horizontal cooperation” was conducted “to strengthening the linkage with recipient countries”, and its cooperation has been conducted to this effects, therefore Chile was not a donor. In fact there is a possibility that Chile receives assistances from those countries.

Although the perception of assistance of Chile might be somewhat different from what Japan promotes for Chile to become a donor, it was confirmed that the Project Strengthening JCPP contributed to the promotion of the horizontal cooperation in the region, thus certainly the development of region.

JICA has been conducting Support for SSC in cooperation with several implementing organizations in Chile and Mexico as their partners. Many of these organizations have been conducting a great number of training, study and research activities apart from the Japan’s Support for SSC, and are autonomous as organizations in the management and financial aspects. For example, The Center of Environment (Centro Nacional del Medio. Ambiente, CENMA) in the Chile University receives 20% of its annual budget from the state and the remaining 80% from its own budget earned by consulting services to the state and private sector. In the National Center of Environment (Centro Nacional de Investigacion Capacitacion Ambiental, CENICA) of the Ministry of Environment in Mexico conducted a total of 138 seminars and training courses for 7075

participants. The study team took hearings at these institutes why they actively conducted the Japanese Support for SSC, despite it did not produce their revenues and was relatively complex and time-consuming compared with the training for the domestic human resources. It was then confirmed that they cooperated with Support for SSC in recognizing the merits brought to their organizations based on the past records of Japanese cooperation, which were expressed in such words that “it is the time to repay our appreciation for the past cooperation (CENMA, CENICA and others)”, “to intend to transfer those technology and knowledge received from Japan (CONAF)”, and “by visiting other countries, we can obtain new knowledge to build new relationships (CENEREMA, CONAF)”.

#### **b) El Salvador as a Recipient Country**

**The JICA Representative Office in El Salvador** considered the support projects for SSC as one of the “means” to achieve the objectives of the country specific implementation plan, and positioned (i) both TCTPG and the training in Japan; and (ii) both TCED and to receive the Japanese experts, respectively at the same level. It incorporated the activities related to Support for SSC into JICA Country Program (2005), and conducted the monitoring of individual activities. Moreover in order to take hold of returned trainees dispatched to any type of TCTP, the staff in charge of training at the JICA Representative Office had worked to produce the databases since 2003.

While the Office has an intention that offers of support projects for SSC would be positively accepted, it understands that Support for SSC should not be considered de facto, but they would position it in the context of the country specific implementation plan of El Salvador, and utilize it in an effective manner based on the principles of “selection and concentration” and “a priority on field based management” in a close linkage with the bilateral technical cooperation projects. In this sense, among the support projects for SSC, TCED and contract-based TCTP, which are positioned as part of inputs and activities of technical cooperation projects of El Salvador, were regarded as the projects, which the Office could be spontaneously involved and effectively manage. On the other hand, according to the Office, the mini-projects in Chile, which were positioned to facilitate the country to become a donor, while it is strongly involved in the aspects of implementation and management of the projects, the involvement was limited compared with technical cooperation projects due to the relatively small inputs of human and financial resources.

**The Ministry of Foreign Affairs of El Salvador**, ACIC, made requests after collecting the official requests submitted by concerned ministries and agencies, but at that time appeared to be not particularly conscious of whether the requests are bilateral assistance or Support for SSC. What the Ministry emphasizes are whether the need submitted by concerned ministries along the government plan called “Plan del Gobierno: Pais Seguro” matches with the resources of donors and whether the

contents of training meet their need at the individual ministry level.

Among the recipient organizations, the Ministry of Education is taken as the case, which builds the National Plan of Education 2012 (Plan Nacional de Educacion 2012)”<sup>3</sup> as the long-term plan of the ministry based on the Pais Seguro of August 2004. The Ministry arranges its strategies into an objective system chart according to objectives and tools, which shows where individual projects are clearly positioned. For instance, the staff dispatched to the broad regional seminar “g. International Diploma in Quality and Equity Education” jointly held by JICA and Chile is positioned as the tool to attain the strategy “improvement of education quality”. Not limited to the JICA’s support projects for SSC, all training courses and projects concerning education are positioned in one of four strategies and conducted.

Though not as precise as the strategies of the Ministry of Education, the Ministry of Environment also establishes the environment policies and the strategies strengthening the Ministry based on the new national policies, and all activities are put in force in light of these strategies. It is therefore assumed that in other ministries and agencies, similar if not equal strategies with various quality and deepness of contents are established.

### **c) Support for SSC in Latin America Region According to the Five Functional Classifications**

In this section, when the five functional classifications of JICA are applied to the support projects for SSC in Latin America region, the outcomes are discussed as below in considering the characteristics of the region.

#### **Function 1: Effective Use of Development Countries’ Resources**

Except the “JCPP Strengthening Project” of the JICA bilateral assistance to Chile, all projects are considered to be included in this functional category. Since the region are in common to the linguistic and cultural background, in addition to easily utilize the human resources of the region, due to a high capability of implementing organizations,<sup>4</sup> it is assumed that compared the other regions the conditions to conduct such a type of SSC are readily available.<sup>5</sup>

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<sup>3</sup> This strategy is composed of six parts: the first and second parts are respectively devoted to the goals and strategies (what kinds of state, schools and education should be), the third part for the target figures, and from the fourth to sixth parts to the action plan by 2009.

<sup>4</sup> Examples include: Center for Natural Disaster Prevention of Mexico (CENICA), which has the most modern facilities among the research institutes on earthquake and disaster prevention in the Central and South America; the National Center of Environment of Chile University, which acquired ISO17025 for the first time in Chile; and the North Catholic University and the Austral University in Chile, which have excellent professors and rich research records.

<sup>5</sup> “Prevention of the Consumption and Control of the Illicit Traffic of Drugs” is a training course, to which Chile can efficiently and effectively respond and the topic is the common issue to the Central and South America region. It is classified into the training area to which the Japanese human resource or the training within Japan are difficult to respond.

On the other hand, those projects classified in this functional category are formulated not only by Japan but also other donors in a smaller scale to JCPP. USAID extends technical assistance in the area of timber in Bolivia (Santa Cruz). Sweden, in complementing its bilateral cooperation to Bolivia, conducts a triangle cooperation project (the project R/D was concluded among Bolivia, Sweden and Chile), and sends experts to build a laboratory in the area of timber technology. Apart from above projects, Belgium extends a support for Nicaragua and Honduras in providing a fund to Chile.

### **Function 2: Dissemination of Outcomes of Japan's Technical Cooperation**

Such activities as (i) TCTPG which is not integrated into the activities or inputs of the JICA technical cooperation projects of El Salvador as the recipient country; (ii) contract-based TCTP/TCED, which is integrated in the JICA technical cooperation projects of El Salvador as the recipient country; and (iii) the mini-projects positioned in the support for developing countries to become donors are considered to be classified in this category. It is learned that while they are developed on the basis of outcomes of the past Japanese technical cooperation, in these projects the customization of technology and knowledge at the implementing organizations have already developed.

### **Function 3: Collaboration among Donors**

Since Japan concluded the Partnership Agreements with Chile and Mexico respectively in 1999 and 2003, all support projects for SSC planned afterward are presumably classified in this category. Particularly in case of Chile, the cost sharing under JCPP is realized, in which the ratio of sharing of the Chile side currently stands at 50%. In other words, all projects in the framework of JCPP are implemented by Chile at the equal position as for Japan. It is learned that this function is defined in anticipation of the cooperation for the less developed countries; in the project “e. Prevention of the Consumption and Control of the Illicit Traffic of Drugs ” Chile conducts the cooperation with Japan as a partner in promoting the horizontal cooperation rather than taking an initiative as a donor.

### **Function 4: Support for Technical Cooperation among Developing Countries (TCDC)**

The involvement of Japan in the activities shown here is yet limited. The broad regional seminars in the framework of the project “Strengthening JCPP” assisted by Japan, and the mini-projects, in the sense that the projects are conducted in centering on the Chilean side, is considered to be classified into this functional category. However since the initial objective of the mini-projects belong to the following functional category 5: Assistance for a developing country for becoming a donor, they are actually conducted in such a manner that in supporting the TCDC activities of Chile, the JICA El Salvador Office on its initiative supports the local management and operations. Therefore, mini projects do not present a true meaning of TCDC project.

On the other hand, Chile is actively promoting the mutual cooperation with Argentina, Columbia and Venezuela in officially concluding the Technical Cooperation Agreements (on a G-G base) with these countries. In addition, it is confirmed that Chile, while providing aid in Guatemala in cooperation with Argentina, also conducts the cooperation for less developed countries. As such the country has significant past records in the area of TCDC. Under the circumstance, it appears that Chile has a potential so that Japan could expand Support for SSC in the form of TCDC in future.

### **Function 5: Support for Developing Countries to Become Donors**

The project “d. Strengthening JCPP” and the mini-projects incorporated into the projects under JCPP are conducted with primary objective to support developing countries to become donors. The mini-projects, which are being conducted as a new aid modality in the Project for Strengthening JCPP, are jointly formulated by three parties composing of Japan, Chile and recipient countries, and adopt the system that Japan supports from the side, being Chile as the major country of implementation and management of aid.

On the basis of the actual situation described above, the degrees of involvement of each stakeholder organizations in Support for SSC are summarized mainly from the aspect of initiative/autonomy, and shown in the Table 3-6. Further in the Table, the corresponding categories of five classifications of each scheme are shown as reference. Main features drawn from the Table are as follows:

- In “TCTPG, which are not incorporated into the technical cooperation projects of recipient countries” such as “f. Environmental Restoration for a Sustainable Management for Watershed”, the JICA Office in the implementing country, which manages and controls the training, and the implementing organizations in the implementing country are spontaneously involved.
- In “contract-based TCTP and TCED incorporated into the JICA technical cooperation projects as a part of project activities and inputs and implemented on a contract basis (like “a. Plan to develop increased shellfish cultivation” in Chile”, “the recipient organizations are more spontaneously involved, compared with TCTPG being not incorporated into the technical cooperation projects.
- In the broad regional seminars such as “g. International Diploma in Quality and Equity Education”, ACIC and the implementing organizations in the implementing country are spontaneously involved.
- In the technical cooperation projects with the aim for developing countries to become donors such as “d. JCPP Strengthening Project”, the main players of the assistance, i.e., the JICA Representative Office in the implementing country and ACIC in the implementing

country are spontaneously involved.

- In “the mini-projects incorporated into the assistance for developing countries to become donors” such as “h. Support to improve the management of cattle reproduction and rearing and productivity of the Santa Rosa de Lima farming union”, except ACIC, all stakeholder organizations spontaneously involved, and the greatest number of concerned organizations are there involved compared with those in other aid schemes.

It is noted however that each project conducted in individual schemes are shown after being characterized in this Table, the degree of involvement and the degree of interest of individual organizations in each project cannot be read from it. For instance, “b. Project to Improve Construction Technology to Spread Earthquake Resistant Homes“ is classified into technical assistance project/TCTP and technical cooperation project on a contract-based/TCED, thus also classified as a project on the initiative of the JICA Representative Office in the recipient country, the project is also positioned in a triangle cooperation among Japan, Mexico and El Salvador, therefore the representatives of the Mexican Embassy in El Salvador and CENAPRED actively attend in the regular meetings, which makes the project is highly interested not only by the recipient country but also those concerned in the implementing country. Also like the project “Prevention of the Consumption and Control of the Illicit Traffic of Drugs ”, ACIC concurrently serves as the Secretariat of the Central American Institute of Advanced Police Studies (ICESPO), thus the project is regarded as one of the priority issues of the region, as a result the interest of recipient countries in the project becomes relatively high.

### **3.2.3 Contribution and Effects of Support for SSC**

In this evaluation exercise, in taking (i) the JICA Offices in Chile and Mexico in the implementing countries and El Salvador in the recipient country; (ii) the training implementing organizations in Chile and Mexico in the implementing country; and (iii) the recipient organizations of Support for SSC in El Salvador in the recipient country as the cases, the realized situation of contribution and outcomes of Support for SSC were studied. The study results based on the interviews in field surveys are presented below according to different schemes.

Table 3-6 Scheme on Support for SSC among Related Agencies

| Institutions<br>Scheme   | Involvement of Stakeholders Organizations in SSC  |   |  |   |                                     |   |
|--|---|---|--|---|-------------------------------------|---|
|  | JICA Overseas Office  | JICA Overseas Office  | Organization charged in International Cooperation  | Organization charged in International Cooperation   | Training Implementing Organizations | Aid Recipient Organizations                               |
|  | Implementing Country  | Recipient Country   | Implementing Country   | Recipient Country   | Implementing Country                |   |
| TCTPG<br>Function 1<br>Function 2<br>Function 3  | Take a role as a key actor for formulating and implementing project   | <ul style="list-style-type: none"> <li>Consider as a tool to achieve JICA Country Program</li> <li>Consider when JICA overseas office in implementing country offer them</li> </ul>   | Cooperate as JICA's partner  | <ul style="list-style-type: none"> <li>Consider as one of tools to achieve national strategic goal</li> <li>Receive assistance only when implementing countries offer them</li> </ul>         | Cooperate as JICA's partner         | Consider as one of tools to achieve sector strategic goal |
| Contract-based TCTP<br>Function 1<br>Function 2<br>Function 3  | <ul style="list-style-type: none"> <li>Formulate and implement project based on discussion or the request from JICA overseas office in recipient country</li> </ul> | <ul style="list-style-type: none"> <li>Consider as a tool to achieve bilateral technical cooperation project</li> <li>Take a role as a key actor for formulating, implementing, managing, evaluating project</li> </ul>   | Cooperate as JICA's partner  | <ul style="list-style-type: none"> <li>Consider as one of tools to achieve project goal</li> <li>Receive assistance only when JICA overseas office in recipient country offer them</li> </ul> | Cooperate as JICA's partner         | Consider as one of tools to achieve project goal          |
| TCED<br>Function 1<br>Function 2<br>Function 3   | <ul style="list-style-type: none"> <li>Formulate and implement project based on discussion or the request from JICA overseas office in recipient country</li> </ul> | <ul style="list-style-type: none"> <li>Consider as a tool to achieve bilateral technical cooperation project</li> <li>Take a role as a key actor for formulating, implementing, managing, evaluating project</li> </ul>   | Cooperate as JICA's partner  | <ul style="list-style-type: none"> <li>Consider as one of tools to achieve project goal</li> <li>Receive assistance only when JICA overseas office in recipient country offer them</li> </ul> | Cooperate as JICA's partner         | Consider as one of tools to achieve project goal          |
| Broad Regional Seminar<br>Function 1<br>Function 3<br>Function 4   | Implement as a partner of Chile with respect to Chile's intention   | <ul style="list-style-type: none"> <li>Consider as a tool to achieve JICA Country Program</li> <li>Receive assistance only when implementing countries offer them</li> </ul>  | <ul style="list-style-type: none"> <li>Consider one of the most important assistant modality</li> <li>Take a role as a key actor for formulating and implementing seminar</li> </ul> | <ul style="list-style-type: none"> <li>Consider as one of tools to achieve national strategic goal</li> <li>Receive assistance only when implementing countries offer them</li> </ul>         | Cooperate as JICA's partner         | Consider as one of tools to achieve sector strategic goal |
| Technical Cooperation to Assist Developing Country to Become Donor<br>Function 5   | Take a role as a key actor for formulating and implementing project   | N/A   | Direct beneficiary   | N/A   | N/A                                 | N/A   |
| Mini Projects Incorporated into Technical Cooperation to Assist Developing Country to Become Donor<br>Function 1<br>Function 2<br>Function 3<br>Function 5 | Formulate and implement project with JICA overseas office in the recipient country  | <ul style="list-style-type: none"> <li>Consider as a tool to achieve JICA Country Program</li> <li>Involve with project formation, implementation, and management</li> <li>less inputs and involvement compare to project type technical cooperation</li> </ul> | Formulate and implement projects in cooperation with JICA overseas office in implementing country  | <ul style="list-style-type: none"> <li>Consider as one of tools to achieve national strategies</li> <li>Receive assistance only when implementing countries offer them</li> </ul>             | Cooperate as JICA's partner         | Consider as one of tools to achieve sector strategic goal |

Sources: Based on interviews at the field study and related data and information collected.

## (1) Contribution and Effects

### a) TCTPG and the Broad Regional Seminars

Regarding the project “e. Prevention of the Consumption and Control of the Illicit Traffic of Drugs”, from the Director of the National Public Security Academy in the Cabinet Ministry of El Salvador, the following facts was confirmed that (i) the ICESPO staff who participated in the seminar were dispatched to Central America region as the lecturers of the training courses sponsored by ICESPO and (ii) they utilized the knowledge acquired at the occasions when they were dispatched to Central America region as the lecturer and experts to the training held by

ICESPO, thus the outcomes were not limited to the extent of bilateral cooperation between Chile and El Salvador but also contributed to improve the security situation in Central America region as a whole. On the other hand, regarding the projects for multiple countries,<sup>6</sup> while the outcomes can be confirmed at the time of completion at the output level, due to a number of trainees accepted by one organization are so many<sup>7</sup> that the impacts of a specific training to the organizations concerned could not be separately identified. However it was learned that the Ministries of Education and Environment, according the individual action plans, decided the participation (or no participation) to a specific training, selected the trainees, and obligated the trainees to submit the report after returning, thus regularly fed back the knowledge and techniques acquired by training. In assuming that a series of systems works well from enhancement of individual knowledge and techniques of trainees to those of dispatching organizations, it can be concluded that the participation in training could contribute to the capacity development of the organizations concerned. The training becomes also one of the schemes that the Chilean side intends to actively pursue.

#### **b) Contract-based TCTP and TCED, Which are Positioned in the JICA Technical Cooperation Projects of Recipient Countries**

According to the hearing from a returned trainee belonging to CENDEPESCA, who participated in contract-based TCTP for the project “a. Plan to Develop Increased Shellfish Cultivation”, he built a dry laboratory after returning in utilizing the training contents acquired in Chile, and thank to it the working effectiveness greatly improved (refer to Box 3-11 for detail). Another returned trainee, who is currently working as the counterpart in the technical cooperation project “a. Plan to Develop Increased Shellfish Cultivation” currently under implementation, appeared to directly utilize the knowledge and techniques acquired during the training. Concerning the related persons to the project “c. Improve Construction Technology to Spread Earthquake Resistant Homes”, he/she constructed an experimental laboratory and was ready to start the experiments of earthquake resistant structures by his/her own (refer to Box 3-12 for details). Further it was confirmed that he/she shared the transferred techniques with colleagues and within the organization, thus the enhancement of knowledge and techniques at individual level led to that at the organizational level.

#### **c) Technical Cooperation Projects and Mini-Projects Aiming at Support for Developing Countries to Become Donors**

At AGCI as the counterpart, there was an opinion that the agency used the experience of JCPP as an important guide for promoting the cooperation with other international organizations and

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<sup>6</sup> The projects “e. Integrated Watershed Management Focused on Conservation of Soil and Water” and “f. Education Quality Diploma Course”

<sup>7</sup> More than 100 courses in one year as for the Ministry of Agriculture and Livestock Farming of El Salvador



donors. Also in the process of the formulation, monitoring and evaluation of mini-projects, which were conducted in the framework of the project “d. Strengthening JCPP” (a technical cooperation project of JICA), the operational and management capacity of the AGCI staff also improved (Mr. Arturo Vergara Moreno, the Director of Horizontal Cooperation, AGCI).

The mini-project “i. Support to improve the management of cattle reproduction and rearing and productivity of the Santa Rosa de Lima farming union”, an opinion was expressed from a returned trainee of the Santa Rosa de Lima City Farming Union that the training he received in Chile had led to raise his moral for the work. Also in a dairy farm subject to the mini-project, which received the guidance of Chilean expert, improvement in such aspects as milk production, farm management and animal hygiene was clearly observed. The same mini-project, in addition to achieve the assistance effects in the recipient countries, contributed to the capacity improvement of the Chilean side as the donor, in such aspects that AGCI acquired the know-how of project formulation and a capacity of the implementation of PCM training, including the persons concerned from the recipient countries (refer to Box 3-13 for detail).

#### **d) Others**

At the Environment Centers in the Chile University and the Ministry of Environment of Mexico, which were visited by the study team for reference, it was learned that their involvements in Support for SSC as the implementing institutes were useful to obtain the information concerning the issues of environmental administration and the areas to be further strengthened in the Central American countries. These institutes, in responding to the demand from training participants, built their own training programs so as to expand their activities. In other implementing organizations, an opinion was expressed that the involvement in Support for SSC as the implementing institutes was useful to maintain and develop the technology and knowledge transferred to them from Japan in the past, and also encouraged them to maintain a familiar relationship to Japan.

On the basis of the above study results, the characteristics concerning realized contribution and effects by aid schemes are summarized and shown in Table 3-7.