Tailor-made Cooperation Plans

■ What is a Technical Cooperation Project?

The needs of developing countries exist in various areas as follows: assistance in developing human resources in the agricultural and medical care fields; establishing a legal system; and post-conflict reconstruction, represented by Afghanistan. Those needs have become more diverse and multi-phased. Quick response is needed in developing countries that aim to reconstruct their countries and escape from poverty as fast as possible. Therefore, it is important to plan and implement highly effective cooperation based on the situations and development issues of each country accurately and promptly.

After receiving a request from a developing country, JICA adopts various cooperation approaches (cooperation tools) such as dispatching experts to provide technical cooperation, providing necessary equipment, and inviting people from developing countries to Japan for training. In order to achieve objectives set to address the development issues of developing countries, JICA determines how to combine these cooperation tools, how long they will be implemented, and how to time them for the most effective and efficient results.

“Technical cooperation project” stands for cooperation implemented according to the plan made through consultations with the recipient country from the aforementioned viewpoint. In “technical cooperation projects,” in order to address each problem so that a broad range of needs of developing countries can be met effectively and efficiently, cooperation plans are tailor-made and implemented jointly with the recipient country.

■ Cooperation with Respect to Ownership

Japan’s cooperation is provided based on the concept of supporting the self-help efforts of developing countries. Technical cooperation projects are implemented jointly by personnel from the recipient country and Japan. “Ownership” of the project lies strictly with the recipient country, and Japan’s status is that of a cooperating partner. Personnel (the government, local governments, NGOs, citizens, etc.) from the recipient country need to exercise ownership in the project. Most technical cooperation projects thus incorporate participatory methods that involve residents of a project’s target area for planning, administration, and evaluation of the project.

If the recipient country is unable to obtain sufficient funds to implement the project, JICA may share local costs* such as costs required for examination and research. In order to support the self-help efforts of the recipient country, however JICA must request to bear the costs from the recipient country and minimize its burden in planning. Once the cooperation period is over, the recipient country is expected to continue the project alone. Scale and implementation plans of a project are drawn up based on forecasts of the capacity of the organization responsible for implementing the project in the recipient country to defray the costs after the cooperation period has concluded.

More effective technical cooperation requires not merely transferring Japan’s technology and experiences as they are, but refining them into technology and institutions that are in line with local situations while deepening understanding of each other’s culture and society. In promoting cooperation activities, Japan’s technology, know-how, and experiences must be the catalyst of a basic approach for technical cooperation by stimulating, enhancing and fortifying the potential of human resources, organizational structure, and society that are already in existence in developing countries.

■ Cooperation with the Private Sector

More projects, such as those in the information technology (IT) field, benefit from technical know-how and experience accumulated in the private sector. In fiscal 2001, JICA introduced a method of consigning the entire management of a project to a private organization by utilizing human resources and know-how in the private sector. The introduction of this method is expected to bring about a wider range of results-oriented projects.
Planning and Evaluation of Technical Cooperation Projects

In planning a project, the significance and validity of the project is examined as an ex-ante evaluation.

The ex-ante evaluation is performed in terms of five criteria: relevance, effectiveness, efficiency, impact, and sustainability. This evaluation is designed to estimate the outcome of the project as quantitatively and objectively as possible in order to set a clear target. The relationship between the results and the target is illustrated using input* and activities in a logical matrix, which is called the project design matrix* (PDM). All the information that has been prepared and analyzed in the process of the ex-ante evaluation is compiled in a project document (report). Creation of this project document with the government of the recipient country helps boost the ownership of the recipient country and project participation of the personnel as well as improve their planning capabilities. The Summary of Ex-ante Project Evaluation, a report of the results of ex-ante evaluation, is open to the public on JICA’s homepage.

Technical cooperation projects that will be implemented continuously for more than three years incorporate mid-term evaluations in the middle of the term of cooperation. This evaluation is designed to look at progress and achievements at a middle point of the project, and if the progress does not comply to analysis at the ex-ante evaluation phase or the initial planning phase, the cause will be examined and the plan reviewed where necessary in order to ensure the success of the project. A terminal evaluation is performed six months before a project ends. The purpose of mid-term and terminal evaluations is to study and analyze the project on the basis of the same five criteria used in ex-ante evaluations and to determine whether or not the projection before starting the project is correct. As a result of the terminal evaluation, cooperation projects may be extended if necessary.

Dispatch of Technical Cooperation Experts

Features of Dispatch of Experts

Technical cooperation experts dispatched to developing countries advise and transfer their skills to administrators and technicians who play a central role in the development of these countries, depending on the situations, in order to contribute to institution-building, stronger organizations, and human resources development. Together with the acceptance of technical training participants, this program is positioned as the core of cooperation in the field of human resources development in developing countries.

Upon confirming the position of the recipient country in development issues, experts are dispatched using a comprehensive perspective. Cooperation in the form of dispatching experts is capable of providing effective support in an assured manner by sharing the experiences of Japan with the recipient country in terms of systems, administrative services, and technology. Technology and the experiences of Japan are adapted, improved, and innovated in line with the social system, culture and climate of the recipient country for effective application and dissemination. This system is also capable of responding flexibly and promptly to emerging aid needs created by changes in the international community, such as transitions to market economies, and also to post-conflict situations in developing countries where administrative institutions have yet to be developed.

Types of Dispatch of Experts

There are two types of dispatch of experts: dispatch to technical cooperation projects and dispatch as advisors. The objective of the former is organizational reinforcement and human resources development in a specific field or area within a limited timeframe of cooperation. The objective of the latter is to provide recommendations and advice concerning policies in the core part of the recipient country’s government.

In addition, excellent human resources of a developing country are dispatched as experts to another developing country. These are called third-country experts*. They are dispatched to complement the activities of a technical cooperation project or to disseminate technologies, which a recipient country had previously received through Japan’s cooperation, to another developing country in turn.

New Movements

In fiscal 2002, JICA started proposal-type technical cooperation projects as a program to promote public participation in international cooperation. This is a new modality that utilizes the experiences and know-how of the private sector in forming and carrying out technical cooperation projects together with JICA.

Starting in fiscal 2001, JICA increased the allowance for technical fees in relation to dispatched experts to actively pursue the use of private sector human resources. In this regard, JICA expands the ongoing registry system for expert applicants and facilitates the employment of human resources from the private sector through publicizing available posts of experts.

Responding to New Needs

1. Strengthening Support for Economic Policy and Good Governance

There has been an increase in the demand for cooperation involving intellectual support for financial and monetary
policy and legal systems. From the viewpoint of support for good governance* as well as cooperation for intellectual support, JICA sends policy advisors to a central government organization responsible for policy formulation in order to provide vigorous support for institution-building and policy-making in various areas.

2. Support for Post-conflict Reconstruction

Timor-Leste achieved independence in May 2002 after governance by the United Nations Transitional Administration in Timor-Leste (UNTAET) following a period of extreme turmoil. Japan has provided cooperation to Timor-Leste to assist in the creation of a foundation for national management since January 2000. In addition, since March 2002 full-scale support has been conducted in Afghanistan, which inaugurated an interim regime in December 2001. Experts have been dispatched in the fields of education, health and medical care, and gender* issues.

3. Support for South-South Cooperation

The dispatch of third-country experts is positioned as support for South-South cooperation*, whereby developing countries assist other developing countries. Skills and knowledge appropriate to the recipient countries can be transferred smoothly by experts from countries with similarities in natural environments, languages, technical levels, and cultures. Furthermore, dispatching an expert from a neighboring country to address common issues on a regional level across borders leads to information sharing by way of the dispatched expert and network-building of human resources on the regional level. The modality has been favorably rated by all the countries concerned. In fiscal 2003, which saw a great number of requests for receiving and sending experts, we sent experts to Asia, Latin America, and Africa.

Project Results and Activities

Social Development Cooperation

Social development cooperation covers a wide range of technical activities in the following fields: construction, operation and maintenance of social infrastructure (e.g., urban planning, road transport, ports, marine transportation, telecommunication, water supply and drainage); education such as primary and secondary education, higher education, technical education, vocational training; the environment as a global issue* (e.g., measures for water and air pollution, disaster prevention for earthquakes and floods); poverty alleviation measures; and social security (e.g. welfare of persons with disabilities and prevention of workplace injuries).

Looking at trends in different areas, projects in education, especially at the primary and secondary levels, are being carried out. JICA has extended its cooperation scope to literacy education and non-formal education (out-of-school education), without confining it to education in natural sciences and mathematics, which has been implemented since earlier times. In order to provide more people with opportunities for education, distance education is also promoted. Human resources development, including these educational projects, account for 60% of all our activities.

Another priority area is poverty alleviation. The DAC New Development Strategy* adopted in 1996 declared a goal of reducing extreme poverty to half of the 1990 level by 2015. This goal was confirmed in the United Nations Millennium Summit in 2000 as a development goal. In addition, a comprehensive development plan with a focus on alleviating poverty (Poverty Reduction Strategy Papers: PRSP*) that the World Bank has requested has become the mainstream plan of international solutions to poverty. Poverty issues have gained more worldwide attention recently.

In the field of support for persons with disabilities, cooperation has also commenced for the self-reliance of persons with disabilities in line with the principle of community-based rehabilitation.

In the field of social development, 123 technical cooperation projects were implemented in 48 countries in fiscal 2003, 16 projects in Asia, seven in the Middle East, nine in Africa, 11 in Latin America, three in Oceania, and two in Europe.

Cooperation in the Field of Health and Medical Care

The health and lives of many people living in developing countries are compromised by poor hygiene conditions, malnutrition, and endemic diseases. The high frequency of infant deaths and stillbirths puts pressure on individuals and family life and also prevents social and economic development. HIV/AIDS, tuberculosis, malaria and other infectious diseases are not just health issues that threaten the lives of people
in developing countries. They also have a great impact on families, communities, and countries, resulting in the loss of workers in the prime of their lives and an increase in the number of orphans. Recent advanced globalization prompted frequent international transportation of people and goods across borders, leading to the expansion of newly emerging infectious diseases such as SARS (Severe Acute Respiratory Syndrome), avian influenza, and HIV/AIDS on a global level, thus posing a threat to the whole international society.

The Millennium Development Goals (MDGs)** adopted at the United Nations General Assembly in September 2000 specify reductions in child mortality, improvement of maternal health, and infectious disease control as some of the development goals of international community in the 21st century. The Japanese government has announced aggressive measures against infectious diseases including the Hashimoto

Initiative for Global Parasitic Disease Control and the Okinawa Infectious Diseases Initiative. JICA also has been actively providing cooperation in infectious disease control and maternal and child health. Also, in Afghanistan, JICA provides assistance in post-conflict reconstruction and in controlling tuberculosis and supporting health care for mothers and children.

A wide range of cooperation has been provided in the field of infectious disease control, including vaccinations and education to spread necessary knowledge in the prevention of infectious diseases raging in developing countries such as HIV/AIDS, tuberculosis, parasitic diseases, malaria, and polio. Advanced technology such as virus examination and research is also applied.

As for cooperation regarding maternal and child health, JICA is carrying out the Expanded Program on Immunization

---

**KIDSMAILE Project**

Laos is bordered by Viet Nam, Thailand, China, Cambodia, and Myanmar. The country’s land area is about the same size as Honshu, Japan, with a population of approximately 5.3 million. The country has an easy slow pace even though it is surrounded by countries that have achieved remarkable economic growth in recent years. However, health and medical conditions are poor, and one child in 10 dies before reaching five years of age. To improve these conditions, a five-year project to enhance health care services for children commenced in November 2002. The project is named the KIDSMAILE Project because a smile on a child’s face brings a smile to the face of a family, which is thought to be an indicator of health and happiness that is shared by all the countries of the world.

In a way, the KIDSMAILE Project is a new type of project. A conventional project targets a specific disease or a particular medical facility, but this project uses a sequential activity cycle and management from information collection to judgment, implementation, evaluation and feedback, all of which are required for enhancing health care services in the central section of the Ministry of Health, as well as two prefessional health agencies and health care staff under the jurisdiction of the prefectures. Hygiene education is also provided through school health care activities as a contact point with local citizens. Through posters, picture books and songs, elementary school students learn three basic principles of health in Laos: clean water and food, clean body and clothes, and clean environment. This knowledge is then brought back to their homes and the community. We place particular emphasis on songs. Using a campaign song about “three hygienes,” these school health campaigns are being carried out at 500 elementary schools in two prefectures in Laos.

**Respecting the national character**

However, it seems difficult for the people of Laos to accept any rapid changes, regardless of the type of activity. This is because the pace of life is unique to Laos, due to the Laotians own frame of mind and their own process of acceptance. It is rarely the case where things go smoothly and everything falls into place in the same way as they are discussed at meetings. To promote the project, it is necessary to find a change, to acknowledge and appreciate the change no matter how trivial it may appear, and to lead the people.

On the other hand, there seems to be much to learn from the people of Laos with whom we have contact through the activities. For example, their easy-going way of thinking and lifestyle in the slow stream of time might be good for Japanese people. Thus, the KIDSMAILE Project emphasizes the attitude that the staff from both Japan and Laos should learn from each other and thus better ourselves.

(JICA Laos Office)
have become unavailable, further deteriorating living conditions. Furthermore, the disparity in living standards between rural and urban areas causes new problems such as population influx to cities and the formation of slums.

In order to help people prosper, we must promote comprehensive agricultural and rural development with a focus on the lives of residents in rural areas while giving special attention to harmonization with the environment and relations with urban areas so that limited resources in rural areas can be utilized in a sustained manner.

Japan referred to the dissemination of New Rice for Africa (NERICA)* at the World Summit on Sustainable Development (WSSD) held in Johannesburg in August 2002. As a step toward this goal, JICA held a seminar on “Promotion of Rice Production and Dissemination in Africa” in Kenya in February 2004, the International Year of Rice, with the participation of international organizations and NGOs, including administrative officers and researchers from 17 sub-Saharan African countries, the Food and Agriculture Organization of the United Nations (FAO), the World Bank, the United Nations Development Programme (UNDP), and the West Africa Rice Development Association (WARDA). It is expected to be the first step toward food security through discussions involving a large number of countries and organizations with the aim of promoting rice cultivation suitable for the natural environment of Africa.

In cooperation in the area of agriculture and rural development, we are making efforts in the development of agriculture and livestock techniques (research at universities and experimental centers) suitable for the region, training agricultural extension workers for the purpose of technology expansion, comprehensive rural development consisting of various factors such as agriculture, health care, employment creation, and gender issues.

In the agricultural and rural development cooperation field in fiscal 2003, 67 technical cooperation projects were implemented in 35 countries: 36 projects in Asia, one in Oceania, four in the Middle East, four in Africa, 20 in Latin America, and two in Europe.

**Cooperation in the Field of Natural Environment Conservation**

Human beings depend on many natural resources, which are also fundamental for sustainable development*. However, the natural environment is being threatened daily on a global scale and conservation of the natural environment and recovery of lost ecosystems are urgent issues to be tackled. JICA regards conservation of the natural environment to be one of the priority issues that need immediate action and works earnestly for cooperation.
In order to strengthen cooperation directed at natural environment conservation, JICA has expanded its field to biological diversity conservation, wetland conservation, coral reef conservation, and wildlife protection area management, in addition to conventional fields such as dissemination of afforestation technology, social forestry, aquaculture, fishery training, and resources management. Thus, JICA’s cooperation in this field covers a wide area.

For the conservation of the natural environment, understanding and involvement of local communities are crucial as well as assistance for the government of a developing country. Consequently, JICA strives to establish a system in which local communities take the initiative to work on environmental conservation by encouraging their participation at the stages of identification and formulation of a project.

Moreover, the information and experience gained up to now in the cooperation of conserving natural environment have been systematically compiled to contribute to formulating future programs, specifically, in developing and examining cooperation policies and strategies and building a database.

Recognizing that cooperation with many other organizations and individuals working in the same field in Japan is important for providing more effective and efficient cooperation for natural environment conservation, JICA holds sym-

---

**Front Line**

**Morocco**

**Project for Establishment of Extension System for Artisan Fisheries**

**Nurture Human Resources for Disseminating Knowledge and Skills**

**Technical Cooperation Project**

**Preparation of educational materials for extension**

Project for Establishment of Extension System for Artisan Fisheries commenced in June 2001 under a five-year plan with the aims of improving the livelihood of artisan fishermen and conserving marine resources and the environment. The project has recently reached its half-way point.

In the first year of the project, a basic study on the livelihood of artisan fishermen was conducted to uncover current issues, and better understand the knowledge and skills needed by artisan fishermen. As a result, the following six items were found to be significant: (1) promotion of a fishermen’s association, (2) maintenance and management of outboard engines, (3) safe navigation, (4) quality control and hygiene control, (5) fishery techniques, and (6) conservation of marine resources.

In the second year, based on the results, preparation of educational materials for extension (videos, guidebooks, texts, pamphlets, etc.) on two items per year started in cooperation with the Ministry of Fishery. Training of extension workers’ coordinators (in-service teachers at fishery schools, who are expected to train extension workers in the future) is also carried out. By the end of the project, extension materials of all six items mentioned above will be complete, and using the materials, training of extension workers in the next generation and continuous support for artisan fishermen will be expanded. Education of extension workers’ coordinators incorporates practical extension activities using trucks equipped with video monitors and outboard engines for mobile classrooms in addition to theories. It is designed in such a way that future extension workers can be trained more effectively by learning about the problems of primitive fishermen.

**Securing an income source during the winter months when catch rates are low**

The average annual income of the artisan fishermen of this project is approximately 24,000 Dirham (equivalent to about 290,000 yen). Although it fluctuates depending on the region, it drops to 500-1,500 Dirham (about 6,000-18,000 yen) per month or sometimes to zero during the winter, when catch rates are low, from 6,000-7,000 Dirham (about 70,000-80,000 yen) per month during the summer high season. Because fishing heavily relies on weather conditions, and the income is low and quite volatile, artisan fishermen are forced to move about for good fishing grounds. The project aims to develop a secondary income during the winter, which is attainable with a few minor adjustments and feasible efforts, and to create an income source for settlement. Using materials already developed in the project, extension activities have already commenced, and we have realized the immense expectation of the fishermen for new knowledge. In October 2003, our contribution to the improvement of artisan fishermen and resource conservation through this project was recognized and awarded with the Hassan II Prize for the environment from the government of Morocco and the FAO prize from the FAO.

Although the language barrier (French, Arabic and Moroccan) and cultural differences are not inconsiderable when working with the counterpart of the Ministry of Fishery and artisan fishermen, we commit ourselves to establishing an extension system that is deeply rooted in the tradition of Morocco through the continuation of steady dialogue.

(JICA Morocco Office)
posiums and seminars to actively promote opinion exchange and public relations.

In fiscal 2003 cooperation in the field of natural environmental conservation resulted in 52 technical cooperation projects in 31 countries: 27 projects in Asia, two in the Middle East, six in Africa, and 17 in Latin America.

**Cooperation in Economic, Trade, Industry Development**

In the field of economic, trade, and industry development, JICA has provided cooperation concerning industry promotion for the small and medium-scale enterprises that will lead the future economic development, as well as cooperation concerning the development of mineral resources. In the last decade, more projects have been implemented to assist in establishing industrial infrastructure required to promote industrialization, management techniques across industries to improve productivity, environmental conservation along with progress of industrialization, and global issues such as securing energy. In the field of industry promotion cooperation, advanced technology such as Information Technology (IT) has been added to conventional technologies including metal forging and casting. In this trend, JICA has recently been implementing cooperation focused on the following three points.

First, cooperation is directed at industrial promotion with a focus on policy and institution-building and the promotion of trade and investment. With the founding of the World Trade Organization (WTO), international activities represented by Asia-Pacific Economic Conference (APEC) require improvements in institutions and standards based on international rules to promote trade and investment. JICA helps developing countries engaged in industrial promotion with institution-building such as industrial standards and property and human resources development, and implements projects to strengthen the technical and administrative capacities of organizations in charge of building and implementing these institutions and standards. In fiscal 2003, JICA held workshops in the field of trade facilitation and investment targeting African countries jointly with the WTO.

The second type of cooperation is directed at promotion of IT. In line with a comprehensive cooperation package that addresses the international information gap announced at the G8 Kyushu-Okinawa Summit in 2000, JICA bridges the digital divide* in its cooperation activities while expanding ongoing cooperation towards the cultivation of IT related human resources and promotion of IT applications.

Finally, JICA takes an active approach to environmental and energy problems. Rapid industrialization promoted by developing countries expands the demand for energy, resulting in global issues related to natural resources and the environment across all developing and developed countries.

In order to secure stable supplies of electricity in developing countries, JICA supports the establishment of an electric technology standard and power supply technology, and implements energy conservation cooperation utilizing Japanese techniques in the effective use of energy, which Japanese industries have accumulated. The fact that JICA takes notice of measures against global warming that have been increasingly adopted by the international community is apparent in the Kyoto Protocol and the United Nations Framework Convention on Climate Change. Recognizing that the advance of global warming will influence developing countries in various aspects, thus obstructing their sustainable development, JICA has been actively adopting measures against global warming.

In the field of economic trade industry cooperation, using know-how JICA has acquired by the implementation of energy conservation projects, cooperation concerning Clean Development Mechanism (CDM) is being examined. CDM helps developing countries bring in technology transfer* and investment and serves as a mean to reduce greenhouse gases for Japan.

In fiscal 2003, JICA commenced cooperation for capacity-building*, which will be the foundation of the sustainable development that suits the clean development mechanism of developing countries.

In the field of economy, trade and industry for fiscal 2003, 49 technical cooperation projects were implemented in 25 countries: 29 projects in Asia, nine in Middle East and Europe, and 11 in Latin America.