Chapter 4 Lessons for Future Technical Cooperation

This chapter will conclude by bringing together items that can be generalized from the lessons of the MHP to serve as lessons for the implementation structures of other projects. This will be from the perspective of CD, and will precisely identify the viewpoints of comprehensiveness and endogeneity.

4-1 Perspective of Comprehensiveness: Creation of a Self-reliant Development System and Comprehensive Consideration

A persistent prerequisite of the technical cooperation implemented by JICA is that it creates systems that can be sustained by the partner country. Therefore, after first assessing the overall picture of the health system, support was provided to areas that were acting as bottlenecks, with this serving as the basis for a self-reliant development system. On this account, it is necessary to carry out project cooperation while aiming for collaboration and cooperation with other development partners and related organizations. This is to be done on the basis of the political background and with consideration for a comprehensive system.

4-1-1 Capacity Assessments for each of the Three Foundations [3-2-1]

As was made clear via the three foundations for the health sector reform in 1-4-2, self-reliant development requires the three pillars of policy, financial, and management aspects. The government of the developing country and development partners should share a development vision and increase development effectiveness through complementarity with fields that other development partners focus on and specialize in and fields in which Japan has technical cooperation experience.
Figure 4-1 Three Foundations of the Tanzanian Health Sector

Figure 4-1 illustrates what methods are sought for each of the respective three foundations supporting the sector reforms. It can be understood from this figure that, to bolster the policy and financial foundations requires strengthening of the partner country’s policies and budget support to back this up. Consequently, there must also be coordination between the government and development partners, as well as amongst development partners themselves. In terms of the foundations for management in local government, it has been deemed necessary to strengthen capacity that enables the organizations and individuals from the partner country to independently carry out projects on the basis of these policy and financial foundations. It is in this area that the catalytic support of the MHP made its contribution.

When implementing CD support, it is necessary to consider a development vision after assessing the capacity on the ground in terms of the three foundations, and with a comprehensive outlook.

The government of the partner country, other development partners, those involved with the implementation of similar projects, and other such persons should be involved and hold dialogues together. This should take place at each stage where part of the project framework is determined, such as at the time of the request survey, during project formulation, and at the ex-ante evaluation. As this is being done, it is extremely important that capacity assessments of the partner country be conducted carefully and reliably.

Table 4-1 is a model that arranges the viewpoints which are necessary when conducting capacity assessments. This table provides a viewpoint for capacity assessment in terms of the degree to which those concerned at the central and local levels are furnished with the three foundations for the sector reforms mentioned in the previous section.

<table>
<thead>
<tr>
<th>Cooperation target</th>
<th>Policy foundations</th>
<th>Financial foundations</th>
<th>Human resources (management foundations)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central government</td>
<td>Directing ministries / agencies</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Implementing agencies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local government</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: JICA, Institute for International Cooperation (2007) p. 73
This can be thought of as the format for a new assistance approach that is based on such capacity assessments. As shown in Figure 4-2 below, this approach combines the functions and roles of program support cooperation such as policy advisors and budget support to the central government, which mainly sets in place policies and institutions; with administrative management improvement support like that of the MHP for local governments, which provide administrative services in local areas.

**Figure 4-2 New Assistance Approach Based on the Local Health Administration System**

Source: Data from expert Sugishita

### 4-1-2 Identifying and Involving Various Actors Related to the Project [3-2-2]

The previous section described the necessity of conducting capacity assessments of the partner country’s related agencies for each of the three foundations. Upon receiving the outcomes from this, it is also necessary to ascertain bottlenecks and accurately narrow down the entry point for support. At the same time, it is also essential to broadly determine not only the targets of support, but also related actors from the three foundations, and to involve them in the aforementioned initiatives at the implementation stage. This is indispensable for the establishment of a self-reliant system.

With regard to technical cooperation, there are numerous cases of support for the improvement of service delivery for different sectors. In such cases, the sector ministry offices, local administration such as with the MHP, and direct service delivery points, such as hospitals, can be thought of as the cooperation partners. Supporting the improvement of technical and managerial capacity to enable these organizations to independently provide service delivery can primarily be seen as a means of fully utilizing the unique qualities of JICA projects.

However, the policy and financial foundations are deemed necessary for the sake of enabling the targeted organizations to continue delivering sustainable services even after the end of the technical cooperation. Yet that does not necessarily imply that the direct counterparts of a JICA project will have an influence on such foundations. Rather, it will be the planning departments of their organizations, central government ministries and agencies, or supervisory ministries and agencies. What is important is how to devise a mechanism that gives consideration to how the project outcomes are to be positioned in the policy and financial foundations. This is to be achieved from the perspective of actors who are deeply involved with the foundations of the given field even if technical cooperation directly strengthens the management foundations. It should be carried out by means of sharing the project goals, issues, and outcomes with such
actors starting from the project formulation and implementation stages.

The role of foreign experts is to act as intermediaries for mutual understanding between the direct CPs and the actors involved in policy making and financing as well as to directly appeal to such actors on some occasions.

In this manner, each actor playing a role in these three foundations should be effectively involved. Doing so facilitates the organizational capacity strengthening of administrative services and the institutional improvement regarding the SWAp as the two wheels of the same cart, while also leading to CD effects over the medium and long term.

4-1-3 CD Support through a Program Approach [3-2-4]

In order to allow for synergistic effects between organizational strengthening and institutional improvement, it is not feasible to consider CD support through technical cooperation alone. Instead, technical cooperation projects must be formulated and implemented in harmony with programme based approach of the partner country.

More specifically, the capacity of the related agencies (central / local) of the partner country should be determined for each of the three foundations listed in the previous section. It is then necessary to strive for broad-based coordination and cooperation with the government of the partner country and other development partners over the issue of how cooperation should be implemented to strengthen these different foundations.

When examining the formation of technical cooperation, it is necessary to demonstrate the validity of the project with respect to the policy foundations of the partner country in particular, as well as to clearly stipulate how it will strengthen the management foundations. During project implementation, factors related to the financial foundations should be jointly examined and appeals made to key persons as needed, with a view to sustainability after the completion of the project. There is also benefit in having an impact on the improvement of the policy and financial foundations by actively transmitting the outcomes of and lessons from the strengthening of the management foundations.

4-2 Perspective of Endogeneity: Support for the Self-reliance of Developing Countries

In order to support the CD of the partner country, it is necessary to think about mechanisms designed to successfully foster ownership on the part of the partner country throughout the support process. This section will give a step by step account of the process for such autonomous mechanisms based on the lessons of the MHP.

4-2-1 Determining the Partner’s Commitments [3-2-3]

As seen in 2-1-1 and 2-2-2, starting from the project formulation stage the network needed for strategic project formulation should be expanded, information should be collected from all sides, and appeals should be made to the partner country. On top of this, it is crucial to obtain commitment to the project in the form of the self-reliant initiatives of the CPs from the government of the partner country themselves. This should be achieved by formulating the project in a manner that is consistent with the important policies of the partner country.

It is important to specifically clarify the extent to which the partner side is willing to make commitments in a policy, financial, and personnel sense to the project from the project formulation stage. If this cannot be elicited from them satisfactorily, then it is necessary to resolve to go so far as suspending the
cooperation. To do so, based on the commitments of both the developing country and the development partner side, it is necessary to clarify the commitment in terms of the extent to which responsibility is upheld in achieving implementation. In this sense, an attitude of “coming face to face” with each other is essential from the project formulation stage onward.

4-2-2 Sharing Local Costs [3-2-3 (4)]

Local cost sharing for project operations is extremely important in terms of ensuring the endogenous initiatives of the partner country. However, it is no simple a matter for developing countries that are essentially lacking the funds to bear such financial costs.

For this very reason, cost sharing will not be achieved easily; this is something that should be examined from the project formulation and implementation stages over a medium- to long-term time frame. When implementing this, it goes without saying that the project should be positioned on the basis of the policy foundations of the partner country. It is also necessary to call attention to the significance of activities and their outcomes that are sufficient to convince the developing countries to bear the financial costs.

When it comes to pressing the partner country into accepting a burden in the form of cost sharing, there are always extremely intense debates that occur on the ground. However, only after the awareness of the CPs themselves has been transformed and there have been visible changes in performance is the development partner side able to adopt a firm posture.

4-2-3 Utilizing Local Resources [3-2-3 (4)]

The dispatch of experts capable of providing full support is not necessarily guaranteed for every JICA project. On the other hand, since every JICA cooperation project has an exit point, it is necessary to create a cooperative structure in order to achieve optimal outcomes over the medium and long term within the range of the limited resources of the partner country.

In this sense, it is of the utmost importance to seek out the potential for creating a sustainable technical cooperation structure, rather than dispatching short-term experts from Japan. This is to be done by discovering and actively utilizing technical local resources such as universities and NGOs.

Local resources are more knowledgeable than the foreign experts are when it comes to on-site problems, meaning that they are able to provide technology and information that is suited to the actual site. Another important point is that local resources could intertwine with the technology of foreign resources based on catalytic support. Doing so contributes to the growth of the local resources themselves. By such means, the foreign technology is relativized by the local resources, which makes it possible to provide ideal technical cooperation suited to the local context.

Utilizing local resources in such a manner positions them within the ongoing initiatives of the partner country. The expectation is that this will serve as a mechanism designed to constantly strengthen capacity following the end of the project.

4-2-4 Catalytic Support [3-2-3 (2)]

As was seen with the “catalytic support” described in 3-2-3 (2), the project was not meant to substitute for direct services. Rather, it was meant to support self-reliant management in order to continuously implement services attuned to local needs. In this sense, the project experts acted as catalysts and adopted an attitude of thinking and learning with the CPs. They played the role of eliciting the latent potential of the CPs by means of offering exposure and providing information, as well as forming connections with stakeholders and external resources so as to allow the CPs to carry out activities themselves. Through this
process, not only the counterpart side, but also those on the development partner side who were the catalysts personally changed and grew. This is believed to have exhibited synergistic effects for both parties, while also promoting the development of the project.

4-2-5 Systematization for the Placement of Self-reliant Initiatives [3-2-3 (2)]

Starting during the project implementation period, it is essential to systematize the project outcomes from a policy-wise institutional point of view, and also to give rise to a cycle of strengthening self organization. The purpose of this is to set in place initiatives from the project as independent efforts of the partner country after the end of cooperation from JICA.

The systematization of initiatives from the project was seen during the second half and the extension period of the MHP. However, there was a tendency to downplay cases of this where consideration was given solely to strengthening the capacity of the CPs, which had been made the target of direct support. Yet the initiatives of the project were consistently meant as a pilot endeavor. If this were to be used as a basis for conversion into self-reliant initiatives by the partner country and expanded nationwide, then the task of systematization would have been necessary during the project implementation period so as to have an impact on the policy and financial foundations.

In other words, the Tanzanians held the follow-up work for creating a structure in Tanzania in high regard until the very end, and supported the attitude behind such initiatives.

4-2-6 Visible Outcomes [3-2-5]

As was described in 4-1-2, in order to elicit the self-reliant of a wide range of people from the partner country it is necessary to appeal to not only the project CPs, but also a diverse array of actors related to the three foundations. In order to do this, the outcomes of the project must be expressed in a visible manner, as was mentioned in 3-2-5.

For this reason, notice should be paid to the attempts to convert outcomes which were qualitative and believed to be difficult to see visually into indicators, such as with the HSWD in the MHP. At the same time, it is useful to have opportunities to draw attention to challenges for the outcomes of and ongoing initiatives for the project CPs to improve their own capacity through points of contact with various actors.

Within the project, these activities and outcomes were embodied as “tangible outcomes” in the form of handbooks and information abstracts through the working group tasks by the counterpart. In addition, it is also important to publish these visible outcomes and arrange internal and external opportunities to present the outcomes as a way of conducting effective transmission and dissemination, as well as to strengthen the motivation of the CPs themselves.

4-2-7 Period of CD Support [3-2-3 (2)]

CD for developing countries requires medium- to long-term initiatives, but for how long and to what degree should the development partners provide support for CD?

When considering the program orientation for the partner country, the development partners should similarly consider support based on a medium- to long-term outlook. However, this is not necessarily the same as implementing CD support projects over a long time period. In the event that CD demonstrates the enhancement of the self-reliant problem-solving abilities of the partner country, then consideration must be given to somehow transitioning to self-reliant initiatives by the partner country without support, on the premise that CD support from the development partners has a definite end point.

Speaking from the lessons of the MHP, it is necessary to conduct project formulation, implementation, and monitoring and evaluation that take the budget cycle of the partner country into account for CD support.
projects. When considering cycling through the PDCA (Plan-Do-Check-Action) cycle in combination with
the budget cycle, it is necessary to go through it at least three times or so in order to utilize the reflections
on the outcomes seen the first time through the budget cycle. When this is done, the project will most likely
extend from around three to five years. Actions that hint at the possibility of unnecessarily long support
and subsequent support produce a predisposition towards dependence and reliance on the side of the CPs.
Conversely, attention must be paid to ensuring that an irreparable negative legacy does not come about.
Once catalytic support has been ignited for the first time it is no longer needed later on. It is important to
furnish the ability and the organizational foundation for the flame to continue burning throughout the
cooperation period, to secure fuel for it, and to arrange the environment so that a large wind does not blow
it off course. This is CD that aims for autonomous development, and health systems development that
traces a loop of self organizational strengthening.

25 From the interview with Mr. Moriya, the former party in charge at the local office.