

Analysis of Experience in NGO-JICA Collaboration Programs With Focus on Grassroots-Type Projects

**Prospects for better collaboration by utilizing the features
of each other's activities and the potential synergy**

March 2008

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Japan International Cooperation Agency (JICA)

Institute for International Cooperation (IFIC)

This report is based on the discussions and findings of the Sub-committee on NGO-JICA Collaboration, organized by the Japan International Cooperation Agency (JICA). The views expressed in the report are those of the members of the study group and do not necessarily reflect the official views of JICA.

Throughout this report Japanese personal names are transcribed in the order commonly used in Japan, which is with the family name first, followed by the personal name.

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Foreword

The Sub-committee on NGO-JICA Collaboration was established in 1999. The purpose was essentially to provide a forum in which NGOs and JICA could exchange candid views on NGO-JICA collaboration programs, especially on how to establish a better partnership in relation to these programs. Yet a significant portion of the discussions of the Study Group, which met a total of 54 times up to March 2005, was on how to improve the operational aspects and program frameworks as a whole, including the optimal sharing of costs, administrative procedures and contract rules. Such discussions were concentrated on 77 proposed items concerning JPP (JICA Partnership Program) or KUSANONE GIJUTSU KYORYOKU JIGYO) between 2003 and early 2004. As a result, a number of specific improvements were made, including those to the processes for contractual practices and project management.

The value of improving the operational aspects and frameworks for NGO-JICA collaboration programs was shared by the study group participants, and so was the value of exploring the optimal approaches to NGO-JICA collaboration in a wider context. Thus, it was not long before a proposal was made and approved in the Study Group to conduct case studies in order to identify the respective expertise and strengths of NGOs and JICA, review how each could take advantage of their own expertise and strengths, and describe the principles behind the programs which they conduct. The idea was to provide important clues as to how NGOs and JICA could work together to achieve synergy—effects that cannot be achieved by an NGO or JICA acting alone—and possibly as to what institutional improvements should be made to maximize such effects.

Over a period of one year, the Sub-committee on NGO-JICA Collaboration acted on this proposal, organizing presentations on particularly the case studies of grassroots projects and subsequent discussions. The findings of these activities are reviewed and analyzed in this report, which identifies the features, approaches and methodologies of the activities of both NGOs and JICA, the benefits that have resulted from NGO-JICA collaboration programs, and the factors that promote or hinder such collaboration. The report also collected suggestions for promoting further NGO-JICA collaboration in the future. Although the number of case studies were limited, and the analysis was not necessarily thorough in some respects due in large part to the time constraints, the NGOs and JICA gained deeper understanding of the strengths and weaknesses of each side and the advantages of NGO-JICA collaboration. In the process, the study group members also deepened their mutual understanding of the issues. These were some of the major achievements of this study.

This report is useful in identifying the specific advantages of NGO-JICA collaboration. It also provides important clues as to how to maximize the synergistic effects of such collaboration and better accommodate local needs at the grassroots level. In this regard, I hope that the information in this report will be widely shared among the staff of NGOs and JICA as well as other stakeholders. For its part, JICA will carefully consider the suggestions in the report and see what JICA can do about them on a continuing basis in order to further improve NGO-JICA collaboration.

Finally, I would like to take this opportunity to express my sincere gratitude to the case study presenters, other study group participants, and all the people who have otherwise contributed to this study and report.

April 2005
TAGUCHI Toru
Director General
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Chapter 1 Overview of the Research Study and Case Studies

1-1 Background to the study

This section sheds light on the background to this study and the question of why this study was necessary. For this purpose, this section first briefly looks at the history of the collaborations between non-governmental organizations (NGOs) and the Japan International Cooperation Agency (JICA). It then reviews the institutional improvements that have been made, as well as issues that have been identified as still outstanding through sharing of experiences and exchanges of views between NGOs and JICA. This is done in order to reaffirm the background of how this came about and an awareness of the issues for this study.

(1) History of and changes in NGO-JICA collaboration programs

The history of collaboration between Japan-based NGOs and JICA at the project implementation level dates back to 1998, when the Development Partnership Program (DPP, KAIHATSU PATONA JIGYO) was launched.¹ The DPP, hereinafter referred to as “initial JPP” allowed NGOs, universities, businesses and public interest corporations to implement aid projects that are aimed at supporting self-help efforts toward sustainable development by government-affiliated organizations and non-governmental entities in the developing world. Under this program, JICA approved a total of 27 projects by 2001. In 2000, JICA created a separate program called Small Scale Development Partnership Program (SHOKIBO KAIHATSU PATONA JIGYO) to provide a wider range of organizations with opportunities to implement grassroots projects that were smaller in scale. Any eligible project under this program was stipulated as being up to one year in duration with a funding requirement of less than 10 million yen.

Any project under either of these two programs used to require an international agreement with the recipient country since they were within the framework of government-to-government cooperation. The problem was that such international agreements often took too much time to conclude, with the result being that the organizations planning to implement development projects often had to wait longer than expected. They made all the arrangements, including staffing and financing, based on the originally anticipated schedules. Thus they had to bear the additional costs associated with the extended waiting periods. This often forced the project implementing organizations to carry too much of a burden since many had weak financial bases or had to address more pressing issues. Such concerns were shared by both NGOs and JICA, and they began to explore ways to establish a new program to alleviate the situation.

In relation to this, JICA pursued measures to involve a far wider range of people at all levels in Japan so as to develop a multi-layered structure of international development actors in this country. Among such

¹ Collaboration between NGOs and JICA per se stemmed from the Community Empowerment Program (CEP), which was established in 1997. The CEP aimed to promote the improvement of public welfare and poverty alleviation at the grass-roots level in light of Japan’s experience in social development and welfare. The CEP primarily regarded NGOs in developing countries as partners. The CEP was abolished with the launch of the JICA Partnership Program (JPP) in 2002.

measures were budget requests designed to achieve three major objectives: (i) encouraging international cooperation at the grassroots or non-governmental levels; (ii) promoting public understanding of international cooperation; and (iii) developing the human resources of those engaged in international cooperation. This budget request was approved in 2002. JICA thus secured the budget allocations for activities to promote public participation in international cooperation (under the budget account entitled “Expenses for promoting public participation in technical cooperation”).

As part of this process, the former two JICA Partnership Program (JPP) were thoroughly reviewed and consolidated into the new JICA Partnership Program in FY2002. The new JPP is designed to make better use of the initiatives and input of NGOs and other partners in project implementation. Although it is similar to the former JPP in some procedural aspects, the new JPP features a single point of contact and the dropping of the requirement for an international agreement with the recipient country to ensure better responsiveness. Another major feature is that the JPP promotes its partnership projects to undertake the participation of local citizens in project implementation, as well as the importance of each project’s performance.

Furthermore, JICA encourages NGOs with outstanding expertise and experience to participate in another scheme called PROTECO (Proposal of Technical Cooperation). Under PROTECO, JICA jointly formulates projects with private sectors such as NGOs and entrusts them with everything from project design to project implementation. This allows for partnerships with NGOs over a broader scale of JICA activities than the projects which require an international agreement with the recipient country.

JICA’s efforts to explore these approaches to improving partnerships with NGOs seem to be paying off. In an increasingly tight budget environment, JICA’s budget allocations to NGO-related activities are on the rise, as shown in Table 1-1.

Table 1-1 Trends in NGO-related Budget Allocations of JICA

Category	FY2002			FY2003			FY2004		
	Budget allocations	Change	Rate of change (%)	Budget allocations	Change	Rate of change (%)	Budget allocations	Change	Rate of change (%)
JPP	952	952		1,090	138	14.5	1,580	490	45
Others*	1,868	737	65.2	2,830	962	51.5	2,650	-180	-6.4
Total NGO-related allocations [A]	2,820	1,687	149.2	3,920	1,100	39	4,230	310	7.9
Total budget of JICA (subsidies) [B]	168,855			164,006	-4,849	-2.9	161,206	-2,800	-1.7
A/B (%)	1.67			2.39		43.12	2.62		9.78

Budget allocations in units of one million yen.

Note: * Others include the initial JPP, the Outstanding Portion of the CEP, PROTECO (Proposal of Technical Cooperation type), Consulting Service Contracts, and Expenses for Promoting Public Participation in Technical Cooperation.

Source: Compiled by the Training Affairs and Citizen Participation Department, JICA.

(2) Institutional Improvements through a Dialogue between NGOs and JICA; Remaining Challenges

Efforts to promote greater mutual understanding between JICA and NGOs have resulted in the establishment in FY1999 of the “NGO-JICA Council,” especially the “Study Group on NGO-JICA Collaboration,” one of the subcommittees of the council. This study group, established to explore and pursue a better partnership, meets almost monthly (a total of 54 times up to the end of FY2004). One major output of this process is the “77 proposed items concerning JPP²,” a set of suggestions on the institutional aspects of JPP from the NGO side. JICA, for its part, provides relevant information and facilitates the exchange of opinions as part of its efforts to promote mutual understanding. JICA also makes the minutes of every meeting available on its website and maintains a webpage that accepts input from the public regarding JPP.³ JICA is thus committed to enhancing the transparency of the discussion process and improving its activities and services based on such input.

1) Institutional Improvements

a) Improvements to the JPP

After the promotion of mutual understanding and the efforts made for institutional improvements noted above, most of the issues raised by NGOs in the 77 proposed items concerning JPP were settled: JICA has accepted some of the suggestions and streamlined some procedures, while the NGOs have accepted JICA’s explanations on other issues. Of the issues that have been settled, those for simplifying and speeding up the procedures are shown in Table 1-2.

b) Improvements to PROTECO

PROTECO was introduced as a successor to the initial JPP, along with the JPP in 2002.

PROTECO is a scheme in which JICA solicits proposals regarding development issues and potential project opportunities in developing countries from NGOs and other non-governmental entities, including the private sector and academic institutions, formulates projects jointly with such entities that made successful proposals, and entrusts project implementation to them. The idea is to make better use of the vigor, inventiveness and expertise of these non-governmental entities for technical cooperation projects that JICA conducts in the developing world. The main feature of PROTECO is that the successful proposer and JICA work together from the project formulation phase onward—a feature not found in the INITIAL JPP.

PROTECO is divided into two types of proposals: (i) issue-based types and (ii) request-based types. In the issue-based PROTECO, JICA issues a public notice regarding the recipient country and the development issue, solicits proposals for a project to address the issue, and works with the successful proposer to formulate and implement a project. In the request-based PROTECO, JICA issues a public notice on a project proposed from a recipient country, solicits proposals for project plans, works with the successful proposer to conduct a preparatory study and consult with the recipient government, and then entrusts project implementation to the successful proposer.

² The NGO Sub-Task Force, which is made up of key NGO representatives, within the Study Group compiled this set of suggestions and submitted it to JICA. The idea was to improve the operational aspects of NGO-JICA collaboration programs, the original centerpiece of the agenda of the Study Group. The 77 proposed items concerning JPP are based on the findings of the Sub-Task Force’s questionnaire survey on NGOs that have participated in the JGPP and/or The initial JPP, as well as a set of suggestions compiled previously. The content of the suggestions is available on the JICA website at <http://www.jica.go.jp/partner/ngo/kusanone77/index.html> (accessible in April 2005).

³ <http://www.jica.go.jp/partner/contact.html> (accessed in April 2005)

Table 1-2 Improvements to the JPP that have been made based on the 77 proposed items

Category	Improvements
Administrative procedures (excluding accounting)	<ul style="list-style-type: none"> • Reports in English have been made acceptable. • As part of efforts to streamline the process from the application to actual project implementation, the period of examining the proposals from NGOs and other organizations has been shortened from around four months to about two months as far as the Grassroots Partnership Type of JPP is concerned. In addition, the requirement of an international agreement has been replaced by the requirement of approval from the recipient country in order to simplify and speed up the procedures. • The criteria have been made clearer. A set of manuals have been developed and made available on the JICA website.
Accounting management	<ul style="list-style-type: none"> • Applications and reports that include one's own funds have been made acceptable by separating the expenses for outsourcing clearly. • Changes in the activities have been made acceptable subject to prior consultation and contract change. • JICA held a briefing session on the reimbursement procedures as part of its efforts to expedite the procedural processes and deepen mutual understanding of such processes with NGOs.
Application guidelines and handbooks	<ul style="list-style-type: none"> • Detailed procedures for contracts and reimbursement have been compiled into manuals and made available on the JICA website. • Application-related forms, including those for cost estimating, have been digitalized and made available on the JICA website.
Liaison and reporting arrangements	<ul style="list-style-type: none"> • The multiple points of contact for liaison and making applications (the relevant regional department or the Procurement Department at JICA Headquarters as the case may be) have been integrated into a single point of contact, i.e., the relevant domestic (or overseas) office of JICA.
Shape of collaboration	<ul style="list-style-type: none"> • The JPP has been defined anew as a joint partnership between JICA and the project implementing organizations, and the decision has been made to offer JICA's input at the early stages of the project formulation phase. • Arrangements have been put in place to make institutional improvements with comments from NGOs as far as the JPP is concerned.
Management framework	<ul style="list-style-type: none"> • JICA has devised a standard evaluation/monitoring sheet to facilitate information sharing and consensus building within the organization. • JICA has held a briefing session for its staff in charge of the JPP and others at its domestic offices to promote understanding of the project at a deeper level.

Source: Compiled by the Training Affairs and Citizen Participation Department of JICA.

In November 2002, JICA issued nine public notices regarding PROTECO in the first round. By the end of December 2004, a total of 14 public notices had been issued. Of these, eight notices resulted in the conclusion of a project contract. Since these eight projects are at their early stages, it is still premature to evaluate the projects themselves. Yet some problems have been pointed out. One problem is that the limited ranges of both the recipient countries and the development issues did not necessarily match the strengths or interest of the NGOs and other non-governmental entities. Another problem is associated with the conflict of ideas and methods for project implementation between NGOs and JICA in the project formulation phase; it took too much time to reconcile the NGOs' participatory approaches and JICA's traditional ones, leaving a sense of dissatisfaction on both sides.

PROTECO is a project that requires an agreement between the recipient country and JICA. The project is to be formulated and implemented as a JICA technical cooperation project with NGOs based on the proposals from the NGOs. Both JICA and the NGOs agree that PROTECO shall be promoted further as a program to develop NGO-JICA collaborations, and has some scope to be improved in achieving such a goal. The findings from this research study should also serve as information for this purpose.

Table 1-3 Outstanding areas for improvement in NGO-JICA collaboration programs based on the 77 proposed items concerning JPP

a) JPP

Category	Issues
Procedural streamlining	<ul style="list-style-type: none"> - Although the current arrangement calls for quarterly reporting for expenses reimbursement, the three obligations—quarterly, annual and summary reporting—should be unified to a single one. - The deadline for submitting reports on activities (by the end of fiscal year) should be postponed for two months or so, although JICA insists that this would be quite difficult in the light of the reimbursement principles. - The requirement that the project manager should be a Japanese national.
Accounting management	<ul style="list-style-type: none"> - The three-year budget ceilings of 50 million yen for the Grassroots Partnership Type and 10 million yen for the Grassroots Cooperation Support Type are too low compared to the ceiling for the initial JPP (around 100 million yen over three years). - Direct personnel expenses to be borne by JICA are calculated on a unit value (up to six grades on the JICA's pay scale for experts) that is far lower than the unit value for the initial JPP. - JICA should make a lump sum payment for the project costs by making a rough estimate at the beginning of fiscal year. - The single-year budget system should be reviewed as far as multi-year projects are concerned.
Application guidelines	<ul style="list-style-type: none"> - The geographical scope should be expanded. - The handbooks should be written in English.

b) PROTECO

Category	Issues
PROTECO-related issues	<ul style="list-style-type: none"> - The limited ranges of both the countries and the development issues do not necessarily match the strengths or interest of the NGOs. - Arrangements should be made so that the initiatives from NGOs are better reflected in the project design process.

2) Outstanding Issues in the Institutional Aspect

Despite all the institutional improvements that have been made through dialogue with NGOs on the suggestions mentioned above, there are some remaining issues to be addressed as shown in Table 1-3. These issues will be addressed principally in the Sub-committee on NGO-JICA Collaboration according to their relevance in light of the suggestions in this report with the view to improving the collaboration framework.

1-2 Objectives of the study

Although the Sub-committee on NGO-JICA Collaboration mainly focused on the institutional and procedural aspects as mentioned earlier, a concern was raised in this process that neither the NGOs nor JICA fully recognized or understood the differences in philosophies and approaches concerning their respective projects. This concern resulted in an agreement that, in the framework of this Study Group in 2004, both sides would: (i) conduct case studies; (ii) present the findings of such studies in Study Group sessions for analysis; (iii) exchange views based on such presentations and analyses; (iv) discuss what would be the best framework for NGO-JICA collaboration while pursuing optimal approaches to development assistance in a wider context.

This is how the study entitled Analysis of Experience in NGO-JICA Collaboration Programs with a

Focus on Grassroots-Type Projects was launched. The study first highlighted the features as well as the strengths and weaknesses of the activities of both the NGOs and JICA through case studies. Secondly, it pursued a better partnership that exploits the potential for synergy of these features. To this end, the study considered needed institutional improvements and identified important considerations toward a closer partnership. The study tried to promote further mutual understanding for future partnership projects through the analysis of these case studies and discussion processes, which was also based on their outcomes.

The objectives of this study can be summarized in five points:

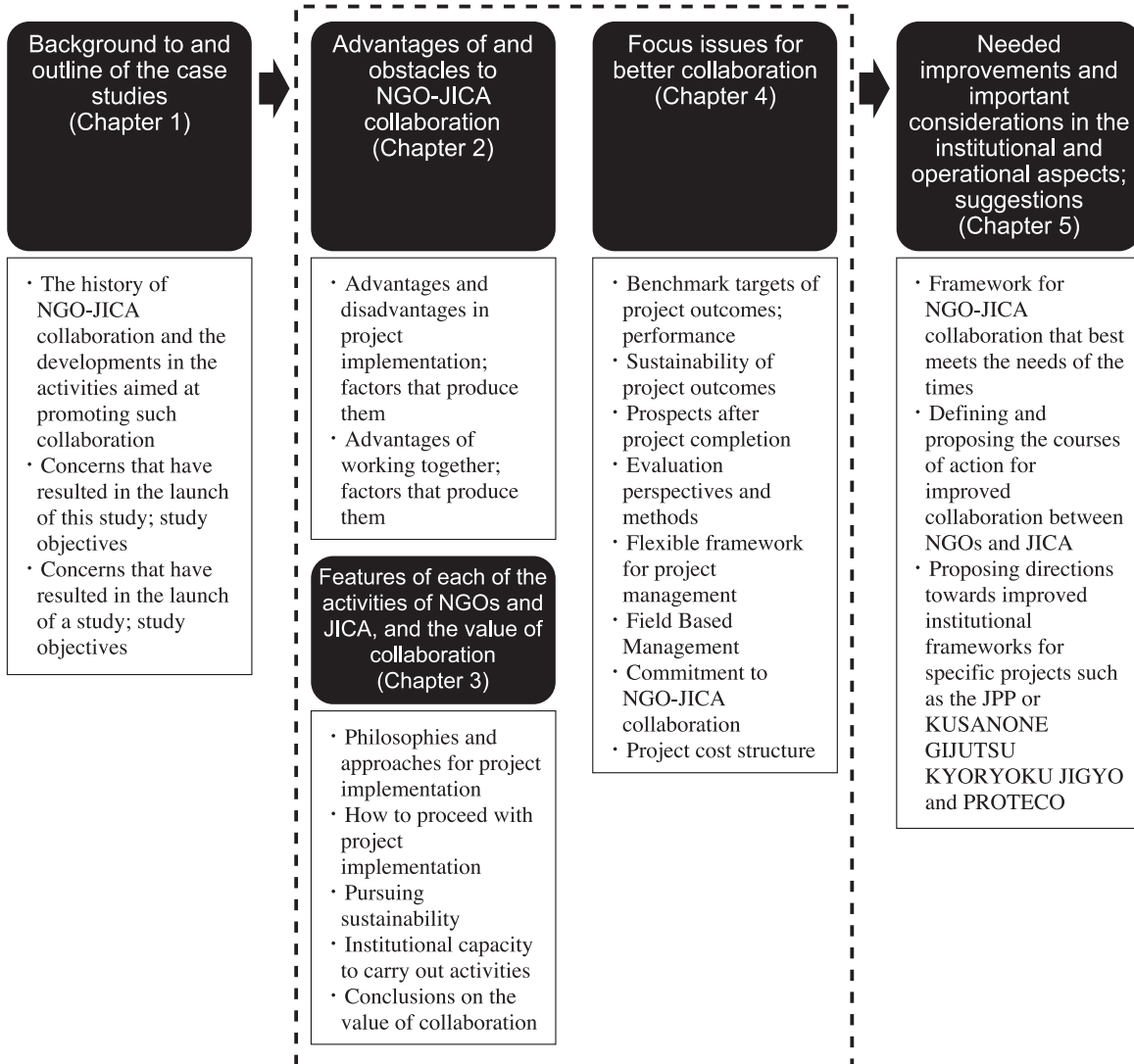
- (i) To identify both the advantages of NGO-JICA collaboration, and conditions and factors that produce synergy effects in successful cases of collaboration between Japan-based NGOs and JICA.
- (ii) To identify the obstacles and issues for improvement in unsuccessful cases.
- (iii) To identify the features, identity-forming factors, strengths and weaknesses of the activities of both JICA and NGOs and analyze their potential for synergy and the value of NGO-JICA collaboration based on the results of (i) and (ii) above, in order to provide important hints for grassroots-type projects.
- (iv) To establish the needed improvements and important considerations and compile them into suggestions to progress toward a relationship that can make better use of the advantages of NGO-JICA collaboration.
- (v) To promote further mutual understanding regarding the features, strengths and weaknesses, and potential synergy of the activities of NGOs and JICA, as well as the value of NGO-JICA collaboration, for a better relationship.

1-3 Organization of this report

This report consists of five chapters. Figure 1-1 outlines the structure of the report. This chapter (Chapter 1) reviews the background, history and objectives of the study and summarizes the case studies in tables. Chapters 2 and 3 clarified the issues that have been raised in case study presentations and subsequent discussions from two different perspectives: (i) the advantages of the collaborations between NGOs and JICA and their causal factors (Chapter 2), and (ii) the features of the activities of both NGOs and JICA and their potential synergy, as well as the value of collaboration between the two sides (Chapter 3). Chapter 4 identifies the lessons learned and important issues in a wider context, i.e., better collaboration between NGOs and JICA in development cooperation through developing the discussions of Chapters 2 and 3. Note that there is some duplication between Chapters 2, 3 and 4, as these chapters view the same findings of the case studies from different angles. Yet some of such duplications have been left as they are so that each chapter can stand on its own. Chapter 5 identifies both the institutional improvements needed to make better use of the advantages of NGO-JICA collaboration and important considerations for future collaboration bases on the lessons learned from the case studies as the suggestions from the Study Group.

Figure 1-1 Organization of the report

(Notable experiences and lessons learned identified through the presentation of case studies and subsequent discussions)



1-4 Processes of the study; the implementation system

The NGOs and JICA both presented case studies of their independent projects and collaborative projects (Table 1-4), and exchanged views on them within the framework of the Sub-committee on NGO-JICA Collaboration, which is made up of the representatives from NGOs and JICA. The case studies (Table 1-5) as well as the associated discussions on the advantages and disadvantages of NGO-JICA collaborations that had already been presented before the launch of this study, were also being used for analytical purposes. The Study Group decided not to give presentations on the case studies of PROTECO as it was premature to discuss the impacts of the PROTECO projects. This took into consideration the fact that none of these projects had been completed, even though PROTECO is one of the key schemes for NGO-JICA collaboration. Yet the Study Group obtained information on two of the ongoing PROTECO projects—an overview and areas to be improved for better collaboration—through interviews (Table 1-6).

This information was also taken into account in conducting the analyses and compiling suggestions.⁴

A draft of this report was compiled based on the input that had been gained from all these processes. The suggestions in the draft were made subject to further discussion in the Study Group. Both the Office of Citizen Participation, Training Affairs and Citizen Participation Department, JICA, and the Research Group, Institute for International Cooperation, JICA (JICA-IFIC) served as the secretariat and took charge of overall management, including the holding of Study Group meetings and the compilation of this report. The Study Group members and presenters, together with the authors, are listed below:

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⁴ Key members of the Study Group and representatives of NGOs and JICA in charge of PROTECO projects discussed this issue on November 1, 2004.

⁵ The institutional affiliations and positions of members are as of December 2004, except for the members who withdrew from the Task Force before then due to personnel change; their affiliations and positions represent those at the last time they attended a Study Group meeting. The institutional affiliations and positions of presenters denote those when they made a presentation at a Study Group meeting.

⁶ An asterisk denotes a member of the Study Group secretariat as well. A double asterisk represents a member of the NGO Sub-Task Force, which selected the case studies, and contributed both to the analysis of the input gained from the presentations and subsequent discussions at the study meetings and to the process of drafting a set of recommendations.

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The following is a list of authors by chapter/section. They first made drafts based on the information included in the presentations and subsequent discussions in the Sub-committee on NGO-JICA Collaboration. Following to that, with the help of the Study Group Secretariat, the authors edited the drafts. The final drafts thus made were compiled by the Secretariat into this report

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3-2 Methodologies of project implementation	
3-3 Accumulated information, experience and expertise; personal and organizational networks	
3-4 Value of NGO-JICA collaboration in development cooperation	
Chapter 4 Focus Issues for Better Collaboration in Development Cooperation as Identified on the Case Studies	KUWAJIMA, KONDO
4-1 Output target setting and performance	
4-2 Pursuing the sustainability of the outcomes	
4-3 Concerns for prospects after project completion	
4-4 Perspectives for evaluation	

⁷ The summary tables of the case studies are based on the presentations, presentation materials, additional interviews, and materials for reporting purposes submitted afterwards. In compiling this section, the authors asked the presenters and others in charge to reconfirm the draft and put forward additional issues that need discussion if any.

- 4-5 Project management framework
- 4-6 Cost structure of aid projects and the role of experts from Japan

Chapter 5 Needed Improvements and Important Considerations in the Institutional and Operational Aspects; Suggestions

- 5-1 Frameworks for NGO-JICA collaboration that best meet the needs of the times OGATA, TAKEUCHI
 - 5-2 Future initiatives for better collaboration based on the case studies IWAI, TAKEUCHI
 - 5-3 Suggestions for improving the JPP or KUSANONE GIJUTSU KYORYOKU JIGYO MASUOKA, UCHIKAWA, KOBAYASHI
 - 5-4 Suggestions for improving PROTECO and other programs ITO, KAMIISHI, TAMABAYASHI
- Appendix: NGO collaboration schemes of other donors with the focus on their features KONDO

1-5 Selected case studies

The case studies subject to review and analysis in this study are shown in Tables 1-4, 1-5, and 1-6.

Table 1-4 List of case studies presented for this study

Category*	Project title (abbreviation in parentheses)	Project implementing organization in Japan	Scheme**	Duration***	Date of presentation (meeting number****)
C	Participatory rural development project through empowerment of the poor and the linkage with local public resources (Bangladesh-Empowerment)	Shapla Neer	the initial JPP	Aug. 2001 - Jul. 2004	Jun. 30, 2004 (47th)
J	Participatory Rural Development Project in Bangladesh (Bangladesh-PRDP)	Regional Dept. II, JICA	Expert Team (now TCP)	Apr. 2000 - Apr. 2004	Jun. 30, 2004 (47th)
N/C	Primary health care project in East Timor (East Timor-PHC)	Services for the Health in Asian and African Regions (SHARE)	N/CEP/JPP or KUSANONE GIJUTSU KYORYOKU JIGYO	Oct. 1999 - Mar. 2001 (N) Apr. 2001 - Mar. 2002 (CEP) Apr. 2002 - Mar. 2004 (JPP)	Jul. 20, 2004 (48th)
J	Family Planning and WID Project in Jordan - Phase II (Jordan-WID)	Medical Cooperation Dept., JICA	TCP	Jul. 2000 - Jun. 2003	Sep. 13, 2004 (49th)
C	HIV/AIDS Project–Capacity Building for HIV/AIDS Control in Ngerengere Division (Tanzania-HIV/AIDS)	World Vision Japan	JGPP/the initial JPP	Jul. 2002 - Jun. 2003 (JGPP) 2003 -2006 (initial JPP)	Oct. 18, 2004 (50th)
J	Tanzania-Japan Project for strengthening District Health Services in Morogoro Region (Tanzania-Morogoro)	Human Development Dept., JICA	TCP	Apr. 2001 - Mar. 2006	Oct. 18, 2004 (50th)

Notes: *=N/C: Having features of both an independent NGO project and an NGO-JICA collaboration project (typically a project that was originally launched as an independent NGO project and later turned into a collaboration project); C: NGO-JICA collaboration project; J: Independent JICA project. This note applies to Tables 1-5, and 1-6 as well.

**=the initial JPP: Development Partnership Program; N: Independent NGO project; CEP: Community Empowerment Program; JPP: JICA Partnership Program; TCP: Technical Cooperation Project; JGPP: JICA Grassroots Partnership Program. This note applies to Table 1-5 as well. This note applies to Table 1-5 as well.

***=The scheduled termination of the projects are mentioned for those that are still underway as far as ongoing projects are concerned. This note applies to Tables 1-5 and 1-6 as well.

****=The parentheses denote the number of the meeting of the Sub-committee on NGO-JICA Collaboration. This note applies to Table 1-5 as well.

Table 1-5 List of case studies that were provided to the Sub-committee on NGO-JICA Collaboration to identify the advantages and disadvantages of such collaboration before the launch of this study

Category	Project title (abbreviation in parentheses)	Project implementing organization in Japan	Scheme	Duration	Date of presentation (meeting number)
C	Wheelchair production project at the National Center for Medical Rehabilitation (Laos-Wheelchair)	Association for Aid and Relief, Japan	initial JPP	Dec. 2000 - Dec. 2003	Feb. 26, 2004 (44th)
C	Community-operated reproductive health project in Bangladesh (Bangladesh-CORHP)	Japanese Organization for International Cooperation in Family Planning (JOICFP)	initial JPP	Mar. 2001 - Mar. 2004	Feb. 26, 2004 (44th)
C	Participatory Rural Development Project for Improving Access to Primary Education in Cambodia (Cambodia-PE)	Shanti Volunteer Association (SVA)	the initial JPP	Oct. 2000 - Sep. 2003	Apr. 7, 2004 (45th)

Table 1-6 PROTECO projects subject to an interview survey

Category	Project title (abbreviation in parentheses)	Project implementing organization in Japan	Scheme	Duration	Date of presentation (meeting number)
C	Strengthening of non-formal education project in Afghanistan (Afghanistan-NFE)	National Federation of UNESCO Associations in Japan	PROTECO	Mar. 2004 - Mar. 2007	-
C	Living standards improvement project for mothers and children in Mexico* (Mexico-M&C)	The Institute of Cultural Affairs; Japan (proposed)	PROTECO	To be decided	-

Note: *=The project title is tentative. At the time of the interview, the details of the project were being discussed based on the findings of the ex-ante evaluation.

1-6 Summary of the case studies

A summary of each of the case studies listed in Tables 1-4 and 1-5 in the previous section is given in Tables 1-8 through 1-16 based on information obtained from the presentations, subsequent discussions, reports and other materials. The column headed Project Type in these tables is an attempt to categorize the projects according to the numbered classification shown in Table 1-7.

Table 1-7 Classification of the case studies

Project Type		Description
Classification according to scheme	Direct implementation type	A project directly implemented in the field by JICA or a Japan-based NGO
	Partner type	A project implemented in partnership with an implementing organization in the recipient country (local NGO)
Classification according to modality of cooperation	Awareness-building type (empowerment type)	A project that promotes community participation and emphasizes and fosters initiatives by the community
	Service provision type	A project that provides services through technical guidance by taking advantage of Japan's expertise and technology
Classification according to the project targets	Community support type	A project that directly targets local residents as beneficiaries
	A project that supports service providers	A project that supports government institutions that provide public services to communities, as well as facilitators who act as intermediaries between the two
	Advising central/local governments type	A project aimed at government officials and influencing policies, systems and measures (including advocacy activities).
Classification according to the contents of assistance	Comprehensive approach (rural development) type	A project that includes a variety of components and takes an integrated approach that embraces all such components
	Sector-focused type	A project with a single focus (on a single sector)
Classification according to types of the projects	Continuous support type	A project that will be sustained as a project of NGO or JICA/ODA (Official Development Assistance) after the termination of the first project
	Hand-over type	A project that will be handed over to a local NGO or community after the termination of the first project

Note: The Study Group Secretariat compiled the classifications in this tables by modifying those proposed in the Thematic Evaluation on NGO-JICA Collaboration to suit the needs of this study. The thematic evaluation was conducted by the NGO-JICA Evaluation Subcommittee under the NGO-JICA Council.

Table 1-8 Participatory rural development project through empowerment of the poor and the linkage with local public resources (Bangladesh-empowerment)

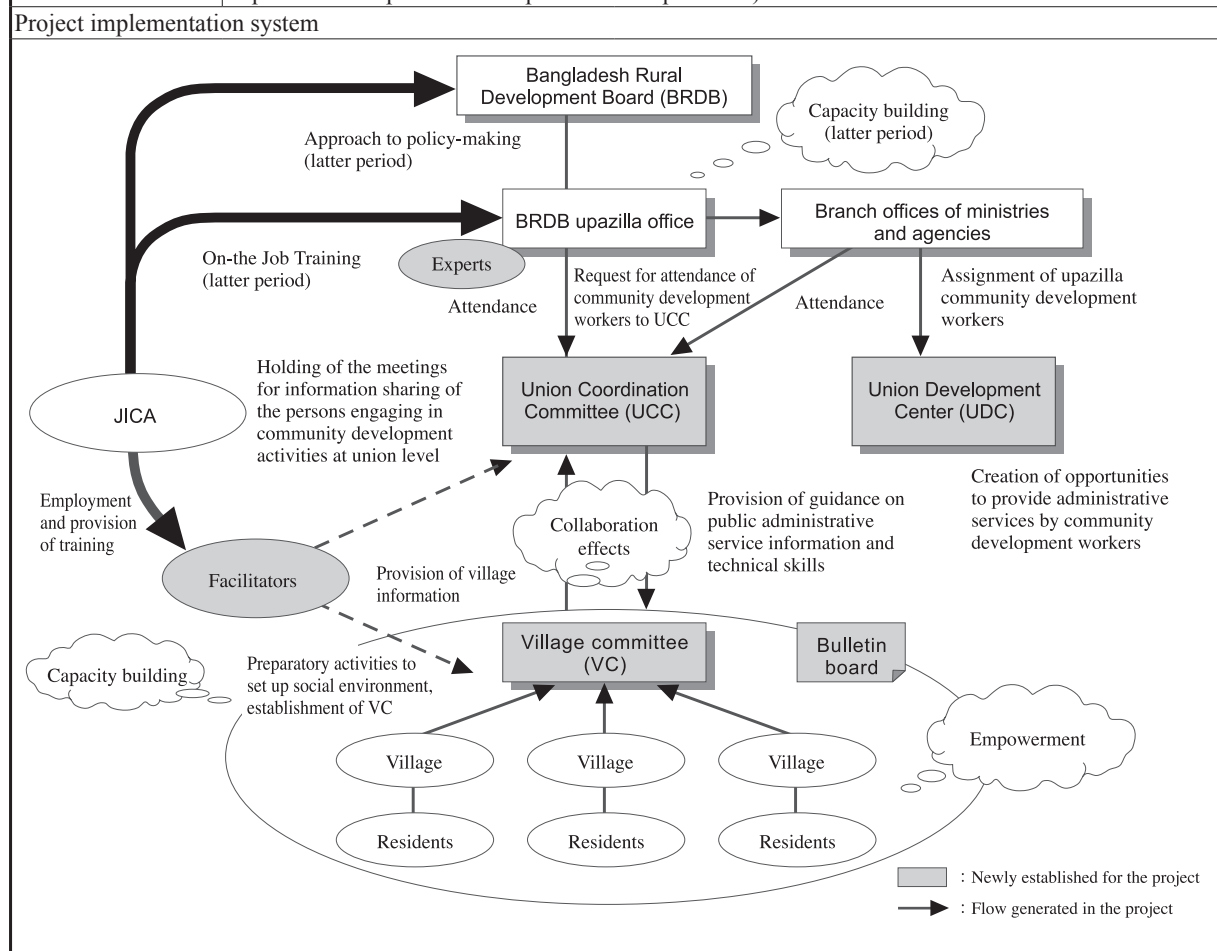
Scheme	JICA development partnership program	
Project type	Project implementation scheme: Direct implementation type / (Partner type)	Modalities of cooperation: Awareness-building type (Empowerment type) / (Service provision type)
	Project targets: Community or Local residents / (A project that supports service providers) / Advising central/local government type	
	Prospects after completion of projects: (Continuous support type) / Hand-over type	Contents of assistance: (Comprehensive approach (rural development) type) / Sector focused type
Supporting organization in Japan	Shapla Neer (Citizens' Committee in Japan for Overseas Support)	
Counterpart/cooperating agency	Local Government Division, Ministry of Local Government, Rural Development and Cooperatives	
Implementation Period	From August 2001 to July 2004 (three years)	
Target areas	Seven unions in Ishwarganj upazilla, Mymensingh District	
Beneficiaries	Approximately 7,000 poor households in 100 villages in 7 unions	
Cost	Approximately 113 million yen (as the cost for FY 2004 had not been unadjusted, the amount of contract was used) [Breakdowns: training and related activities (5 million yen), experts, etc. (39 million yen), provision of equipment, etc. (16 million yen), on-site activities, etc. (48 million yen), others (6 million yen)]	
Project implementation system		
Source: created by Ogata and Takezaki based on various reference materials		
Background to and details of the project selection and implementation	- Regarding rural development in Bangladesh, it has frequently been pointed out that administrative outreach services in particular are so inadequate that services do not sufficiently reach the poorest people who need them the most. Among the reasons are that the local administration is malfunctioning, and that certain influential people in the village tend to monopolize information and the benefits provided by the public administration. Accordingly, it can often be seen that NGOs are carrying out administrative services in place of the local government.	

Background to and details of the project selection and implementation	<ul style="list-style-type: none"> - The foundation for dialogue between ODA and NGOs has already been established in Bangladesh. This foundation includes the existing networks in Bangladesh among persons engaged in cooperation activities (reading groups, the Dhaka study group, development cooperation conversations, development cooperation study groups), Shapla Neer’s participation in JICAs project formulation study (measurement against poverty), and others. - Shapla Neer started its activities in Ishwarganj upazilla in 1989. It is involved in promoting the formation of and supporting a mutual support group called a “Samity” established for poor residents. Many Samities are vigorously pursuing their activities. As the next step towards the independence and development of these Samities, it is necessary to ensure that the Samities gain influence in the local communities and confirm a linkage with the local administration in carrying out rural development activities. For this purpose, Shapla Neer, in liaison with ODA, applied for a development partnership program in order to improve the conditions to establish a basis for local administration for the sustainability of the development of Samities. This project was adopted not only due to the fact that appropriateness of the contents of the project was recognized, but also because it was found that it corresponded to the goals of rural development, which is the priority sector in the country-based cooperation program for Bangladesh.
Overall goal and project purpose	<p>Overall goal: improvement in the living standards of the poor in target unions in Ishwarganj upazilla Project purpose: realization of empowerment of the poor in target unions in Ishwarganj upazilla</p>
Major activities	<ul style="list-style-type: none"> - providing literacy class for adults - providing group training (accounting, group management, etc.) - training of public health volunteers - development of and providing instruction on mutual support group - setting up Hand Pump Wells and providing small-scale sanitary latrines - training of midwives - strengthening liaison with upazilla and union officials in charge of development (providing public services, improvement of residents’ access to public administrative services) - providing micro credit and income generating programs - improvement of small scale infrastructure through residents’ autonomous collaborative work
Outputs	<ul style="list-style-type: none"> - Empowerment of the local community was achieved (Samity members gained power, and have more opportunities to raise their voices. As a result, not only residents but also leaders of communities and local administration came to understand them) - Abilities of the targeted poor residents were steadily improved through improvement activities such as literacy class and trainings aiming at the development of Samity - Services provision through liaison with local administration and residents’ access to public administration were improved (fish farming, agriculture, vaccinations for cows, medical treatment at hospitals, etc.) - Basic public services were improved (provision of Hand Pump Wells and small-scale sanitary latrines, and training for midwives on the necessary treatment in the case of abnormal deliveries of babies). - Approach to the poorest and weakest started - Implementation of micro credit with income generation program gave opportunities for financial improvement (For example, Samity used their group savings for cattle raising and gained profits by buying ‘rikisha’, a rickshaw etc.)
Challenges for sustainability	<ul style="list-style-type: none"> - In mature Samities, autonomous activities are expected to be continued. However, financial sustainability is not surely secured. - It is further expected that Shapla Neer will contribute to strengthening the linkage between administration and local residents.
Future direction and challenge	<ul style="list-style-type: none"> - In order for this project to achieve results and to continue addressing the extremely poor and socially vulnerable, it is expected to maintain liaison with public administration, and continue carrying out activities including promotion of establishing and managing village committees. - It is desired to raise further awareness of gender (difference in roles between male Samity members and female Samity members etc.)

Future direction and challenge	<ul style="list-style-type: none"> - It is desired to strengthen commitment of governmental agencies at various levels – district, upazilla area, and union – to this project (sharing mutual activity information, coordination, establishment of a collaboration system, etc.) - In order to formulate a link between local public administration and residents’ organizations and to carry out activities to address the extremely poor and the socially vulnerable, this project has been taken over by JPP (Partner Type) which is planned to be carried out for three years from August 2004 to July 2007.
Distinctive cooperation approaches	<ul style="list-style-type: none"> - Empowerment of poor residents (Samity approach) <ul style="list-style-type: none"> : Meeting Basic Human Needs such as public health and sanitation, education (literacy education), etc. : Bringing awareness of the necessity of linkage among people, stemming from the importance of liaison between self and the society (establishment of a place to learn the basic democracy, improvement of the social position in the village) - Activities focusing on residents’ autonomy - Ideas to modify the project are proposed from the people directly engaged in the project, in accordance with the conditions of the residents. The modification was appropriately carried out with the approval of those engaged in the project.
Effects of the liaison and the factors	<p><Merits></p> <ul style="list-style-type: none"> - Funds were provided for more than one year - The achievement of Shapla Neer’ activities conducted prior to the implementation of the project was utilized for the project (The residents had been able to take enough time to understand Shapla Neer and their activities. The focus shifted from Shapla Neer putting emphasis on the empowerment of the individuals before the project started, to putting emphasis on the local community as a whole.) - A link with the central administration was formed because of the liaison with JICA. This enabled the central administration to give directions to upzilla-level officials. As a result, upzilla-level officials came to respond more kindly regarding this project. - Reaching out to both the public administration and the local community residents became possible. - Understanding of the cooperation with JICA/ODA was deepened - Comparison of this project with JICA’s PRDP and information exchange (participation to study meetings, project formulation studies, etc.) were useful (prejudice against JICA was reduced). - JICA did not mention about replicability. - Shapla Neer was able to improve its own skill for formulating financial reports. <p><Demerit></p> <ul style="list-style-type: none"> - There cannot be much expectation that JICA would actively participate in the project. (Willingness on the part of JICA for cooperation other than funding was not seen.)
Uniqueness of JICA and NGOs, and complementarity concerning their collaboration	<p><Recommendation></p> <ul style="list-style-type: none"> - It should be noted that grassroots-level projects take a considerable time before the results can be brought. (comment on the result-oriented attitudes of JICA) - Physical resources input assistance or profit-oriented assistance tends to be highly transient - ODA has no other choice than considering of the replicability of the project. Regarding the cooperation with NGOs, however, replicability of the project should not be expected so much, even if it can be a good practice. - As grassroots programs include many external factors, they are not always suitable for formulating models for good approaches. - It seems paradoxical at first sight to carry out the project securing NGO’s uniqueness and independence, while at the same time letting JICA actively participate in it. However, it is possible to establish a basis for true cooperation between the two, when both sides express each other’s views and exchange opinions, and build a relationship in which they can complement each other by making use of their strong points. Shapla Neer wanted JICA to have shared enough time for doing this (including time for field visiting).

Table 1-9 Participatory Rural Development Project in Bangladesh (PRDP)

Scheme	Technical cooperation project (former 'expert team dispatch' project*)	
Project type	Project implementation scheme: (Direct implementation type) /	Modalities of cooperation: (Awareness-building type (Empowerment type)) /
	Partner type	Service provision type
	Project targets: (Community or Local residents) / (A project that supports service providers) / Advising central/local government type	
Project type	Prospects after completion of projects: (Continuous support type) /	Contents of assistance: (Comprehensive approach (rural development) type) /
	Hand-over type	Sector focused type
Supporting organization in Japan	JICA Regional Department II	
Counterpart/cooperating agency	Bangladesh Rural Development Board (BRDB)	
Target areas	4 Unions in Kalihati upazilla, Tangail district (union is referred to as a formal minimum administrative unit in Bangladesh)	
Beneficiaries	Residents in the above unions (approximately 120,000 residents)	
Cost	Approximately 235 million yen [Breakdown: training, etc. (4 million yen), experts, etc. (186 million yen), equipment supply, etc. (7 million yen), on-site activities, etc. (34 million yen), others including meetings and travel costs for domestic assistance committee (4 million yen)] (the whole project implementation period from April 2000 to April 2004)	



Source: JICA Planning and Coordination Department (2004a)

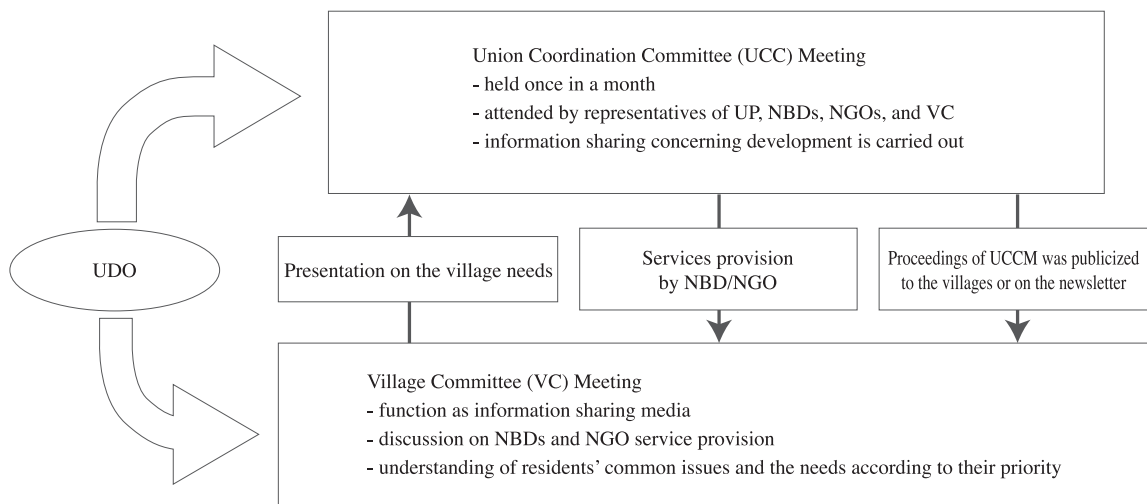
Implementation period	From April 2000 to April 2004
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<p>Background to and details of the project selection and implementation</p>	<ul style="list-style-type: none"> - In order to achieve poverty alleviation in Bangladesh, rural development is vital since most of the poor population live in the rural areas. For the purpose of clarifying disincentives to rural development, various investigations and experiments were conducted through research cooperation (Joint study on Agricultural and Rural Development: JSARD, 1986-1990, Joint Study on Rural Development Experiment Project: JSRDE, 1992-1995) from the Center for Southeast Asian Studies, Kyoto University. As a result, various problems were clarified. Among these are: the lack of communication among the institutions involved in rural development and the beneficiaries, lack of focus on the villages which are the places where development was carried out, inadequate provision of administrative services for the local residents due to the lack of union officials and financial resources, an oligopoly of development-related information and nondisclosure of information. - In order to solve these problems, the above research cooperation proposed a link model, which mainly aimed at: i) the creation of a cooperation/coordination environment among the persons engaged in rural development; ii) the provision of development services that respond to the needs of the village residents; iii) the formulation of development plans through the joint efforts of the village residents as well as the accumulation of implementation experiences and iv) the proper utilization of local resources and the formation of social capital. It then proposed a new approach to rural development based on the above model. - In response to this, it was decided to carry out a pilot project in order to verify the usefulness of the link model for rural development in Bangladesh.
<p>Overall goal and project purpose</p>	<p>Overall goal: Utilization of the link model improves the access of the village residents to the public administration services</p> <p>Project purpose: the link model is recognized as one of the major rural development approaches by the Bangladeshi government.</p>
<p>Major activities</p>	<ul style="list-style-type: none"> - Training of Union Development Officers (UDO) and clarification of their tasks - Enhancement of information sharing among the stakeholders through establishment of Union Coordination Committee (UCC) - Establishment of Village Committee (VC) and assistance to project planning and implementation in small scale infrastructure project for villages by the villagers - Holding of a study forum and releasing PRDP outcome report to the public - Preparation for structuring assistance system in BRDB, and assistance to structuring a system toward the extension of use of the link model in other regions - Formulation of a link model manual
<p>Outputs</p>	<ul style="list-style-type: none"> - The UCC-VC link enabled residents to regard the government's administration extension services as resources for rural development, which had not been sufficiently recognized previously. Both the NBD workers, who are the providers of administrative services, and the residents have become engaged in their common challenge of village development in cooperation, and union-based social capital is being built up. Many villagers have become aware that the services provided by NBD worker play an important role in solving the problems of villages and their development, and that the residents have begun to trust public administration. In addition, individual workers have gained motivation to work which concurrently brought about professionalism in them, as the villagers have come into greater contact with workers and NBD officials, and started showing respect and gratitude towards them. - Assisting both the public administration and the villagers as beneficiaries has created an interface that had not been clearly recognized before between the local public administration and the local residents, and cooperative interdependence is being built between them. Through the UCC-VC link, communication between public administration providers and beneficiaries has become easier. As a result, services that meet the needs of the residents started to be provided to them.

<p>Outputs</p>	<ul style="list-style-type: none"> - Regarding project activities, it was common in Bangladesh for travel costs, wages, and other costs of the stakeholders’ activities to be specially budgeted and allocated for. However, PRDP did not provide the UCC meeting participants with travel fees or wages, continuously explaining to them that participation in the meetings is a part of their ordinary work. Efforts were made until the stakeholders understood that workers are able to more easily provide administrative services, the UP can collect various information on the NBD and the villages at the same time, and the residents can actualize rural development that meets their needs when the activities are carried out through the UCC-VC link without using material incentives, such as paying wages. A noteworthy outcome is that the people’s attitude has changed to a positive one. - There are cases where the NBD workers cannot provide their services to every community, thus the residents of some communities do not know of the existence of these services. In the unions where the link model is applied, even under such circumstances, the recognition of the administrative services became widespread among the residents and the services gained their understanding. Outstanding results were achieved especially in extension services in the stockbreeding industry and marine products industry, agricultural exhibition fields, and in school inspection services by officials in charge of education. Regarding services in the public health/family planning sector, services were recognized by 100% of the residents in the unions where the link model was applied. - The awareness among the residents of their right to receive development and right to access to public services increased. As VC meetings and discussions were held every month, the villagers became aware of the need to take the initiative in carrying out autonomous activities in order to develop their villages. In particular, in the implementation of the VC scheme, the residents paid 20% of the cost of the scheme as well as union taxes. Through these experiences, the residents recognized that it was important for residents themselves to do what they can by themselves, apart from depending on external resources.
<p>Challenges for sustainability</p>	<ul style="list-style-type: none"> - The role of the facilitator (Union Development Officer) is important for the functioning of the link model approach. Accordingly, in the implementation of the project, those who had been employed during the research cooperation period and were familiar with the project site were employed as facilitators and then trained. One of the challenges for securing the sustainability of the project in the future is the building of a capacity development system for training facilitators. However, human resources development to effectively secure local public administrators was also focused on in the latter half of the cooperation period. - Among the challenges are securing the institutional and financial systems to support the link model and clarification of the differences in institutional role assignments between the organizations proposed in the project and the existing organizations.
<p>Future prospects and challenge</p>	<ul style="list-style-type: none"> - In order for the link model efforts carried out in the PRDP to take root further in Bangladesh, it is necessary to extend the target areas slightly, as well as to continue the field activities currently being carried out. In the current local public administration system in Bangladesh, as the district is the unit for development resources distribution and for the assignment of administrators, implementation and verification of the link model at the district-level is required in order to construct a mechanism that can become widespread to some degree in Bangladesh. - At the headquarters of the BRDB, a counterpart organization in Bangladesh, a link model promotion office was established during the project period, and that efforts to extend the link model target areas have been started. - Impatient extension of the project scale may lead to a hollowing out of the project contents, and to ignorance of the link model process that focuses on voluntary change among the stakeholders. In order to prevent this, the challenges to be tackled are: to consider what kind of monitoring system should be adopted; to find out what the desirable styles of development are that are not of the stereotyped mode found anywhere nationwide, that focus on the initiatives of the local residents such as can be seen in the PRDP, and that have the potential for popularization and replicability in other regions. - The challenges to be addressed are what kind of human resources development training should be given in order to develop the people who shoulder rural development and how to ensure the quality of the training.

<p>Distinctive cooperation approaches</p>	<ul style="list-style-type: none"> - As the link between the public administration and the residents was weak, a multi-tiered approach was adopted that directly reached out to the residents as well as to the public administrative institutions. Instead of expecting short-term effects by working with a specific targeted group through the utilization of the unit of the gram, or natural village, the project established Village Committees (VC) to receive public administrative services in order for the residents to autonomously address rural development, and approaches were made through the VC. Furthermore, places for persons engaged in local development to exchange information (UCC) were established in local public administrative institutions, including Union Parishad (UP), which is the lowest unit of organizations for rural community development in the union, and the Nation Building Department (NBD), which is in charge of the extension of administration in rural areas for rural community development. Utilizing such places, an approach was taken that makes efforts to build a vertical liaison system among the districts, upazilla unions and the villages, and which connects workers in various cross-sectoral fields. - It was expected that establishing a network between the regional public administration and residents would lead to the provision of public administrative services that meet the needs of the residents.
<p>Points using JICA's uniqueness</p>	<ul style="list-style-type: none"> - In addition to the existing approaches that JICA takes to public administration, a direct approach to the beneficiaries, or residents, was also adopted. This brought about a mutually cooperative relationship between the public administration, which is the implementation body of the recipient country, and the residents. Accordingly, social capital was formed and much greater development effects were produced. - It was shown that reaching out to both the public administration and the residents, or a so-called multi-tiered approach, enabled rural development cooperation to benefit the residents more directly. JICA has the channels with the governments of developing countries that are required in order to carry out such an approach.

*Research cooperation project was integrated with project-type technical cooperation, expert team dispatch, follow-up cooperation, etc., and restructured into the Technical Cooperation Project in FY 2002.



Reference: Structure of the link model

UDO: Union Development Officer, UP: Union Parishad/Union Council, NBD: Nation Building Department

Source: PRDP (2004)

Table 1-10 Primary health care project in East Timor

Scheme	NGO's independent project → JICA Community Empowerment Program → Grassroots Partnership Type of JICA Partnership Program KUSANONE GIJUTSU KYORYOKU JIGYO) currently in operation	
Project type	Project implementation scheme: (Direct implementation type) / Partner type	Modalities of cooperation: Awareness-building type (Empowerment type) / (Service provision type)
	Project targets: (Community or Local residents) / A project that supports service providers / Advising central/local government type	
	Prospects after completion of projects: (Continuous support type) / Hand-over type	Contents of assistance: Comprehensive approach (rural development) type / (Sector focused type)
Supporting organization in Japan	"Services for the Health in Asian & African Regions (SHARE)"	
Counterpart/cooperating agency	Ministry of Health	
Target areas	Needs survey/quasi-emergency medical care assistance: Dili (Capital) Primary Health Care project: Ermera Sub-district in Ermera District (with population of 25,000) is located in the southwest of the Capital city of Dili. It is a mountainous area that has the highest mountain in East Timor. Forty percent of the district area is used as coffee farms. Health education project: Ermera District has the population of 93,000 and consists of 10 villages. It has 6 regional health centers and 9 health posts, and total of 48 public health staff are assigned there.	
Beneficiaries	- Residents and health care staff in Ermera District - Direct beneficiaries are key persons in the community (teachers, leaders of farmers' groups, leaders of women's groups, health care staff, etc.)	
Cost	Needs survey/quasi-emergency medical care assistance: approximately 2.1 million yen Primary Health Care project and health care education project: approximately 64.7 million yen	
Project implementation system		
Source: created by Kondo based on materials publicized by Aoki		

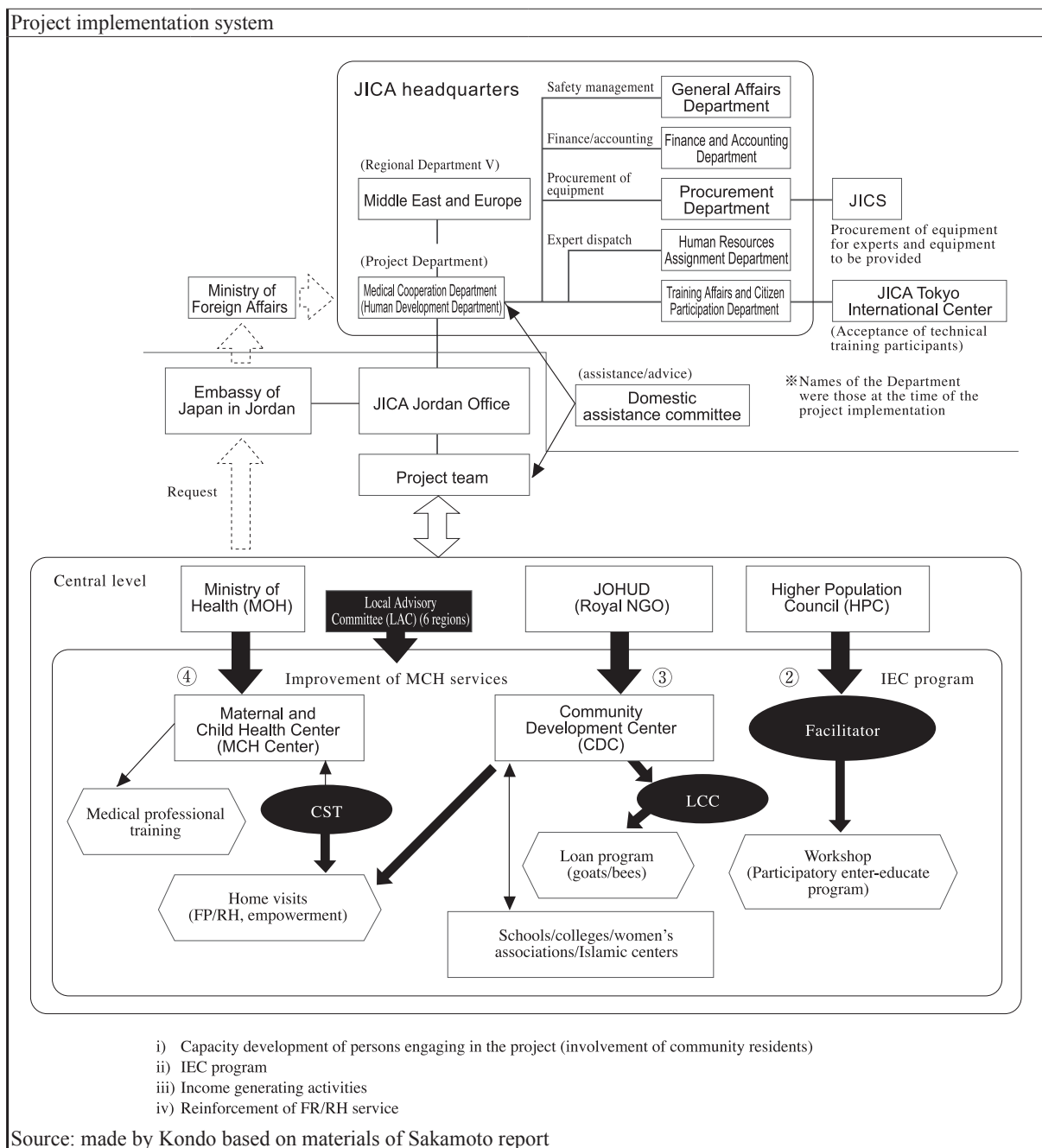
Implementation Period	<p>April 2000 - under implementation</p> <p>April 2000 - March 2001: Needs survey/quasi-emergency medical care assistance, project formation study (NGO's independent project)</p> <p>April 2001 - March 2002: Primary Health Care project (JICA Community Empowerment Program)</p> <p>April 2002 - March 2004: Health care education project (Grassroots Partnership Type of JICA Partnership Program)</p>
Background to and details of the project selection and implementation	<ul style="list-style-type: none"> - On August 30, 1999, 80% of the East Timorese people entitled to the right to vote expressed their opinion that they disapproved of the autonomy under the Indonesian administration. Although they desired to win their independence through a referendum, it was announced that a systematic uprising took place after the results of the referendum. The majority of the citizens in the island suffered greatly under this uprising. - The international community quickly responded to the tragic situation in East Timor, where water, food, and clothing started to run short, and starvation began as a result. Japanese public opinion over support to East Timor in cooperation with the international community also arose. Under such circumstances, a project formulation study was conducted over five months from October 1999 to March 2000, so that quasi-emergency assistance activities could be carried out in the capital city of Dili. Doctors and midwives were dispatched for two to three weeks in order to study the need for and possibility of providing assistance. Based on the study results, discussions were held by the board of directors and others, and the decision was made to provide assistance. - Subsequently, quasi-emergency medical care assistance was provided to Bairo Pite Clinic, which is run by American doctors. Among the types of assistance provided were medical care, the provision of clothing, the provision of medical care through visits to rural areas and support for training. At the same time, skilled nurses were dispatched. During that time many discussions with international organizations and other international NGOs were held, and the location and some contents of the assistance activities were decided on. - Of the two years of the Primary Health Care project, the first year was self-funded by SHARE and the last year was implemented under the JICA Community Empowerment Program.
Overall goal and project purpose	<p><Primary Health Care project></p> <ul style="list-style-type: none"> - Functions of health centers and health posts in Ermera region are improved. - Under the initiative of the community, primary health care is provided at the grassroots-level. <p><Health education project></p> <ul style="list-style-type: none"> - Residents in Ermera District acquire knowledge and take steps in order to maintain their own health. - A system to provide health care education effectively in Ermera District is established.
Major activities	<ul style="list-style-type: none"> - Assistance to Bairo Pite Clinic (medical care, provision of medicine, support for training). - Assistance to reconstruction of public medical institutions (restoration of medical care facilities, training on appropriate medical treatment, establishment of a patient transportation system, promotion of and assistance for planning/implementation of disease prevention activities by local staff, and the organization of residents' health care committee). - Information collection through interviews with village leaders and diseases prevention activities. - Grassroots health care activities (systematization of health promotion groups, situation analysis of the community and assistance to disease prevention/health promotion activities, and the holding of contests among elementary school children to create posters for the promotion of good health). - Assistance to strengthen logistics. - Opening of health education promotion center, provision of trainings for health educators, monitoring, follow-up, provision of training for local staff.
Outputs	<ul style="list-style-type: none"> - SHARE local staff gaining more skills and knowledge. - Recognition of the significance of knowledge on health care and communication methods by the participants of the Training of Trainers (TOT). - Building of cooperative relations with the District bureau of health and the Ministry of Health. - Establishment of networks with other organizations and institutions. - Recognition of and expectation to this project as a pilot project of the Health Promotion in East Timor.
Future direction and challenge	<ul style="list-style-type: none"> - In assistance to the country in its taking steps toward reconstruction, NGOs played an important role until the time when the public administrative functions were restored. After the functions of the government were restored and it started to set up its policies and regulations, however, frequent changes of the policies of the Ministry of Health had adverse effects on the activities of NGOs.

<p>Future direction and challenge</p>	<ul style="list-style-type: none"> - Due to the lack of communication between the District and the central government, some policies were not recognized by the district officials and some activities were not carried out. - In some cases, activities were affected by the relation of power between the Ministry of Health and international organizations. There was a case in which the WHO requested changes to some educational materials even though the Ministry of Health had approved of them. In such cases, it is difficult to find out who has the final authority to decide. - Due to the absence of the policy decision maker, discussions did not progress and the activities were badly affected. - Changes in local personnel such as the staff changing jobs and female workers taking maternity leaves often occurred. Personnel management was thus difficult. - It took a long time for project adoption and agreement. Until the project started, activities were carried out using private fund for a long time. As a result, financial difficulty occurred. - Because primary health care was not a prioritized field in JICA's cooperation projects it was difficult to collaborate with JICA concerning technical cooperation (for example, collaboration with experts of JICA). - There were more possibilities for collaboration, including the provision of information on procurement and safety. - JICA should make more efforts to carry out PR activities in order to utilize the lessons learned from this project for the implementation of projects in the same area in other countries, and share mutual experiences.
<p>Distinctive cooperation approaches</p>	<ul style="list-style-type: none"> - Local resources were utilized (due to the lack of doctors instructors were dispatched). As the number of people to be dispatched from Japan was limited, Kenyan army doctors and nurses assigned in the area were arranged for the assistance. Three volunteers cooperated three times a week by taking turns. - Efforts were made to save the cost. When there was a shortage of drugs, the NGO bought some cheap drugs by obtaining information from its Thai office. To save transportation costs, goods were transported by the Thai Army when it carried their goods every week, after negotiations with them. - Some activities were carried out in response to the needs of local residents, and others were canceled or changed because they did not meet the needs of the residents. In this way, activities maintained their flexibility. - Approaches were made to both the residents and public administration, and information on the local situations was shared with the central administration. For example, SHARE imparted the significance of tuberculosis prevention to the residents and worked on the central administration to deliver medicine to the local people. Networks were extended from a micro to macro-level, and from there to the other NGOs.
<p>Effects of the liaison and the factors</p>	<ul style="list-style-type: none"> - An increase in the scale of funds and improvements in project formulation were good effects of the collaboration with JICA. Stable funding enabled the formulation of plans with future perspective. - Detailed information (not only on health care but others as well), provided from JICA staff in charge of the project, were useful. - JICA provided support to bridge SHARE and the public administration at the time of negotiations with the counterpart, the Ministry of Health. - Renting of equipment that NGOs usually cannot own (liquid crystal projectors), from JICA was a great help - SHARE was able to win the Ministry of Health's trust because it was working with JICA as a partner. - SHARE was able to provide assistance that met the local needs, such as the provision of ambulances.
<p>Effects of the liaison and the factors</p>	<ul style="list-style-type: none"> - This project was carried out under a scheme led by a local JICA office which knew the local situations. Accordingly, it was possible to make decisions and carry out various activities at the local level. On the other hand, the current scheme is led by JICA headquarters in Japan. This makes the relationships among the four local offices and headquarters of both the NGO and JICA unclear.
<p>Mutual complementarities of JICA and NGO collaboration</p>	<ul style="list-style-type: none"> - It was possible to start a project for emergency relief in the beginning of reconstruction period without concluding an international agreement, thanks to the use of a JICA-NGO collaboration scheme.

Table 1-11 Family Planning and Women in Development (WID) Project in Jordan (Phase II)

Scheme	JICA Technical Cooperation Projects	
Project type	Project implementation scheme: (Direct implementation type) / Partner type	Modalities of cooperation: (Awareness-building type (Empowerment type)) / (Service provision type)
	Project targets: (Community or Local residents) / (A project that supports service providers) / Advising central/local government type	
	Prospects after completion of projects: (Continuous support type) / Hand-over type	Contents of assistance: (Comprehensive approach type) / Sector focused type
Supporting organization in Japan	JICA Medical Cooperation Department (Human Development Department)	
Counterpart/cooperating agency	Ministry of Health, Higher Population Council, Jordan Hashemite Fund for Human Development (JOHUD)	
Target areas	<ul style="list-style-type: none"> - Six regions, including Karak city, in Karak Governorate (population: 200,000) and three follow-up regions in Phase I. Total of 9 regions. - In Phase I (1997), Southern Ghor county in Karak governorate was the target area. The regions newly added in Phase II have better health indicators than the targeted regions in Phase I. Accordingly, regions targeted by Phase II had more advantages compared with the targeted regions in Phase I. 	
Beneficiaries	<ul style="list-style-type: none"> - Married women of a reproductive age and their spouses in the targeted area (approx. 50,000 persons) - Those who were directly carrying out the project activities (Community support team (CST) members, facilitator), medical staff, targets of the income generating program (loan program of goats and bees) 	
Cost	Approximately 443 million yen in total. [Breakdowns: training (15 million yen), experts (285 million yen), study team (17 million yen), equipment supply, etc. (70 million yen), on-site activities, etc. (56 million yen)] (for total project period of July 2000 - June 2003)	

(continue to next page)



Implementation Period	July 2000 - June 2003
Background to and details of the project selection and implementation	<ul style="list-style-type: none"> - Since situations changed after the Gulf War (for example, a decline in assistance from oil-producing countries in the Middle East; an increase in the population due to a large scale influx of as many as 1 million Palestinian refugees), population and family planning had become risk factors in social development. Assistance needs in this sector have therefore been increasing. - The general level of medical services in Jordan is high. However, only 36% of females used birth controls even though 98% of females know about modern birth control methods. The large gap in the situations for reproductive health between knowledge and practice and between cities and rural areas had become serious issues. - This project was originally proposed by the International Conference on Population and Development (ICPD) in 1994 and subsequently implemented. It was a pioneering project in the sense that it focused on a comprehensive approach, combining the participation of women in development, their empowerment (WID), as well as the dissemination of family planning.

Overall goal and project purpose	Overall goal: decrease in birth rate in Karak governorate Project purpose: increase in family planning practices in 6 major targeted areas in Karak governorate and 3 follow-up areas
Major activities	<ul style="list-style-type: none"> - Income generating activities by Local Advisory Committee (LAC) through CDC (located in approx. 50 places throughout Jordan), which is the base for JOHUD's social development program; Among the activities are loan programs of goats and bees by Local Credit Committee (LCC). - Capacity development of 16 facilitators for participatory awareness-building activities and 26 Community support team (CST) members - Implementation of IEC program (enlightenment efforts through information, education, and communication activities) - Promotion of family planning/reproductive health services by providing training for medical professionals through the Maternal and Child Health center (MCH center)
Outputs	<ul style="list-style-type: none"> - The workshop participants' responses to the questionnaire survey at the end of the project indicated that the rate of practicing modern birth control (55%) was above the national average (33%).⁸ - According to the responses of the questionnaire, 90% of beneficiaries of the income generating program gained their confidence, so that they could join the decision making process in their family. - A framework of family planning project was indicated as one of the models. A request for a similar project is made from the southern region. This seems to be the result of the fact that strengths of the system made by the project were recognized by the Ministry of Health.
Challenges for sustainability	<ul style="list-style-type: none"> - There is a similar ongoing project in the same region of Karak governorate under the former Community Empowerment Program. Gender advocacy activities are carried out in the Third country training program. - Sustainability after the completion of CST system is a challenge. In the CST system project, CST members were partly employed in order to give financial incentives.⁹ - Formulation of a framework to make a new system of CST take root
Future direction and challenge	<ul style="list-style-type: none"> - It is required to objectively assess, by looking at the process and times, how much women were empowered, and how their husbands changed their attitudes. - Utilization of the results of the technical transfer to JOHUD in other regions (the counterparts cannot afford to carry out the project in other regions due to lack of funds)
Distinctive cooperation approaches	<ul style="list-style-type: none"> - Capacity development that builds the capacity of staff from the beginning was focused on as a major pillar. Through this project, a personnel system and specified tasks that had not existed in the past were developed. In particular, long-term experts made a major contribution to the development of Community Support Teams (CST). The experts accompanied the CST's in their on-site activities and home visits at least four days a week. It was a unique effort in that the CSTs were from among non-medical human resources in the community. - Adopting the concept of the comprehensive approach proposed by ICPD as the basic philosophy, the project made pioneering efforts in combining women in development (WID) and family planning promotion involving various organizations. (In WID, an income generating program was carried out as an entry point to the project for community residents.) - A participatory enter-educate program (which focuses on having fun while learning to use videos and perform skits, and tries to stimulate discussions through workshops in small groups) was provided as an effective learning program.
Points that utilized JICA's uniqueness	<ul style="list-style-type: none"> - Royal NGO, or JOHUD was as influential as government agencies. JICA's strength in making relationships with government-level agencies contributed to the coordination with ministries and government-related agencies. - Efforts to establish a system for the project were taken through employing former JOCVs who were good at Arabic or were familiar with Arabic culture, taking time to build relations of trust with local community people, and developing CST through OJT program.

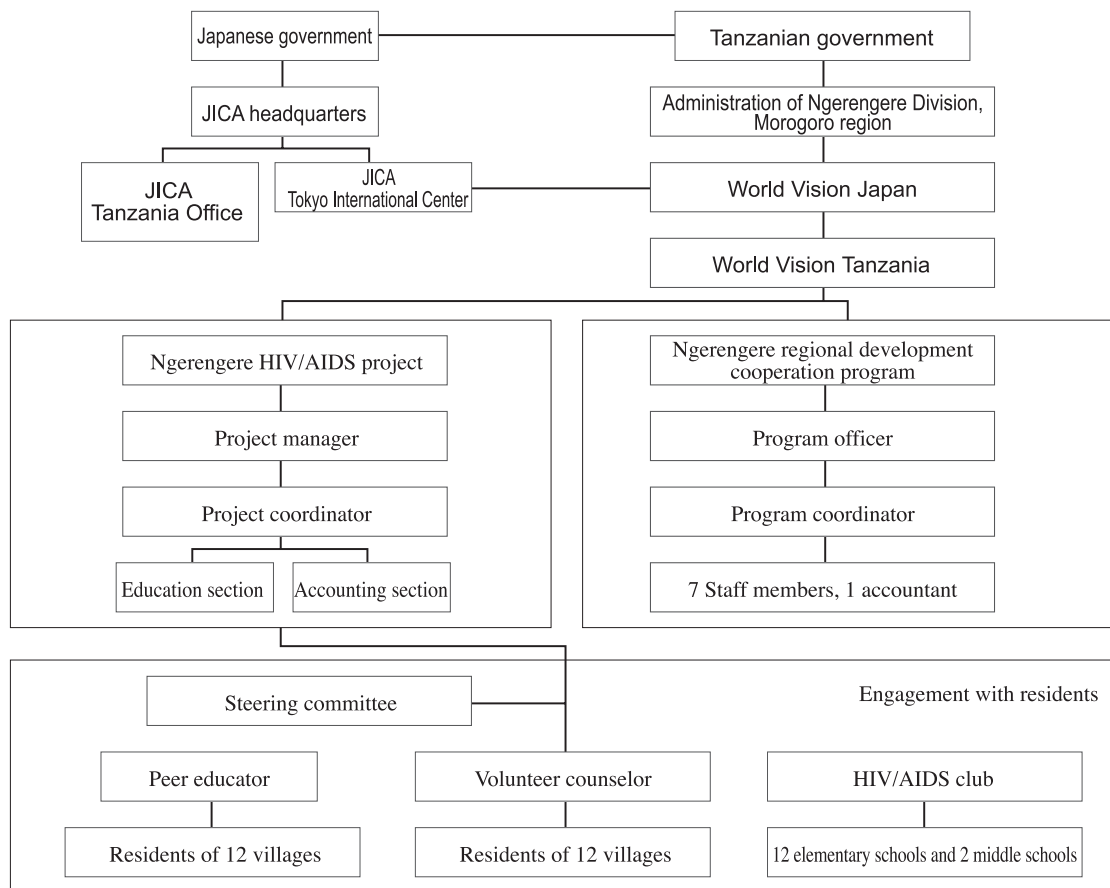
⁸ There were no significant differences found when comparing the national average and the governorate average at the time of the termination of the project. The scale of the project was small (for example, 27 CSTs were trained) compared to the population of the governorate (200,000 people). It seemed difficult to have a distinctive impact at the governorate level during the project period.

⁹ Each CST was paid 40 JT (approx. 6,000 yen) a month. There was a story that USAID may have head-hunted the CSTs who had been trained for a similar project at a wage of 100JT, but that they remained with JICA in the end. It was explained that not providing financial incentives would, for reasons of accountability, have a better effect on the sustainability of the project, but in fact trying to involve people in the project without any incentive would have been difficult.

Table 1-12 HIV/AIDS Project – Capacity Building for HIV/AIDS Control in Ngerengere Division, Tanzania

Scheme	JICA small scale development partnership program (SHOKIBO KAIHATSU PATONA JIGYO)	
Project type	Project implementation scheme: Direct implementation type / (Partner type)	Modalities of cooperation: (Awareness-building type (Empowerment type)) / (Service provision type)
	Project targets: (Community or Local residents) / (A project that supports service providers) / Advising central/local government type	
	Prospects after completion of projects: (Continuous support type) / Hand-over type	Contents of assistance: Comprehensive approach (rural development) type / (Sector focused type)
Supporting organization in Japan	World Vision Japan (NPO)	
Counterpart/cooperating agency	Tanzanian Government, Administration of Ngerengere Division, Morogoro region	
Target areas	12 villages in Ngerengere Division, Morogoro region	
Beneficiaries	Approximately 20,000 persons: Medical professionals, public health volunteers, school teachers, community leaders, traditional midwives, faith healer, religious leaders, the youth, community people Approx. 40,000 persons: population of Ngerengere Division	
Cost	Approximately 13 million yen (JICA small scale development partnership program (9.99 million yen), and private fund (approx. 3 million yen) [Breakdowns: Direct cost (11.9 million yen) including Japanese staff, etc. (2.4 million yen), provision of equipment etc. (1.2 million yen), on-site activities, etc. (8.1 million yen); Indirect cost (1.1 million yen)]	

Project implementation system



Source: made by Kondo based on materials of Takahashi report

Implementation Period	July 2002 - June 2003
Background to and details of the project selection and implementation	<ul style="list-style-type: none"> - It is said that 10% of adults are infected with HIV/AIDS in Tanzania. The infection rate is in serious state. - The target area in Ngerengere Division is located among 7 military facilities. It includes a downtown area (bars, adult entertainment shops, nightclubs, etc.) where military men would flock each night. Accordingly, there is a high possibility that the HIV/AIDS infection rate rapidly rise. - There is no NGO that is taking countermeasures against HIV/AIDS in the target areas. - The implementation organization has an experience of working with the Tanzanian government through regional development assistance program from 1996.
Overall goal and project purpose	<p>Overall goal: Behavioral change for prevention of sexually transmitted diseases including HIV/AIDS</p> <p>Project purposes: Raising the levels of knowledge and skills concerning HIV/AIDS and other sexually transmitted diseases among health service providers, such as officials of public health institutions, school teachers, and private medical professionals. Reinforcing the system for raising awareness among community residents and care for infected patients.</p>
Major activities	<ul style="list-style-type: none"> - Providing workshops for the purpose of training health service providers and leaders of the villages - Training for peer educators, structuring a high risk group organizations, and the creation of educational materials to be handed out - Establishing a counseling system for HIV infected patients, AIDS patients, and their family members through training counseling volunteers - Reinforcing a care service system for patients with sexually transmitted diseases through training of clinicians/testing technician, networking medical institutions, providing medicine and medical appliances, and seeking condom distribution routes and their marketing channels.
Outputs	<p>Educating residents and public health staff and establishing a system to provide health education to the residents helped people gain knowledge of HIV/AIDS which brought about changes in their behavior. (according to the assessment numerical values at the beginning and the end of the project).</p> <ul style="list-style-type: none"> - Knowledge on HIV/AIDS become disseminated among the residents (96%). - Residents come to feel less hesitant in talking about HIV/AIDS, as the talks on HIV/AIDS lessened social discrimination (feel free to talk about it in the public: 60.9% → 82%). - Understanding of HIV/AIDS brought behavioral changes. (16% → 56.7%). - Residents come to practice safe sex (16.3% → 44.8%). - Residents come to use condom more frequently or all the time (13.9% → 27%).
Challenges for sustainability	<ul style="list-style-type: none"> - In order for the activities to continue, residents' organizations have registered as NGOs and are making efforts to raise funds, improve networking, and develop their own capacity. - Residents' organizations have networks with regional administration, so that they hold training on regional residents. - In order to strengthen economic power, small scale loan system is being formed. <p><Recommendation ></p> <ul style="list-style-type: none"> - If it is possible to implement exchanges of information regarding coordination between the region and district based on JICA project related to the regional and district administrations and adopt the similar system to train micro-level human resources for this project, then it will be possible to engage in administrative issues and the overall sustainability will be ensured.
Future direction and challenge	<ul style="list-style-type: none"> -It was decided that the project would be continued as a Development Partnership program for three years from October 2003 (In addition to the original target areas, activities were carried out in other areas. Among the activities were: providing home-based care, mobile clinic services, construction of VCT youth center, etc). - This project will be continuously supported by other projects implemented in the same areas by World Vision Japan (regional development assistance program, etc.). - Among the social problems are: the relationship between poverty and HIV/AIDS, gender issues, social impacts, youth problems, and gaps between the rural areas and the cities, etc.

Future direction and challenge	<ul style="list-style-type: none"> - Not only is there a shortage of VCT, and medicine such as HIV antibody test-kits and medicine for the treatment of STI, but also the supply system is unstable. - Access to basic medical services is not sufficient.
Distinctive cooperation approaches	<ul style="list-style-type: none"> - A steering committee, which consisted of representatives of the residents and regional medical staff, etc., was established. - A system was established so that the trained people continuously educate their own peers - A method was adopted in which the field staff prepared a monthly activity plan, compiled reports based on the plan, and solved problems themselves. - Activity methods that have a higher educational impact were selected and implemented. For example, disease prevention methods included songs and dances to teach lessons. HIV and STI education by using videos effectively caught the attention of many people. In order to provide appropriate HIV/AIDS information to elementary school children and teenagers who are at high risk, inter-village soccer games were held and health education sessions were provided during the half time.
Effects of the liaison and the factors	<ul style="list-style-type: none"> - Informal information exchanges with the JICA experts widened the staff's perspective. - Although this was a project with small-scale funding, an enormous amount of clerical work was required as it was a partnership program, thus causing some difficulty. It took one hour each way by car to make a copy at a shop, as there were no copying machines. Oftentimes we had no cars at the office, which made it even more difficult to submit a file of receipts for quarterly reports and to report the account adjustment by March 20.
Uniqueness and mutual complementarity of JICA and NGO concerning the collaboration	<p><Recommendation></p> <ul style="list-style-type: none"> - A system in which NGOs can negotiate in a formal session with regional administration and work with it should be introduced in a scheme. - This NGO should carry out activities to improve public health service systems in cooperation with JICA to approach villages, wards, districts, and ministries. (It is desirable that NGOs have an opportunity to build closer relations with the public administration and to offer opinions to the administration through JICA, by utilizing the strength of NGOs.) - JICA and NGOs should exchange information through reciprocal regular reports and projects' committees. (For example, it is possible for NGOs to efficiently network with JICA in their respective projects, by providing residents' perspectives on JICA projects in planning projects that involves taking approaches to regions and districts, as well as for JICA to provide NGOs with the administrative information, etc.) - It is desirable that proposals for policy-making should reflect NGO's opinions through NGOs' formal participation. - The system should become efficient and easy to utilize by NGOs. Otherwise, the amount of support fund should be increased.

Table 1-13 Tanzania-Japan Project for strengthening District Health Services in the Morogoro Region, Tanzania

Scheme	Technical Cooperation Projects (formerly called “project-type technical cooperation”)	
Project type	Project implementation scheme: (Direct implementation type) / Partner type	Modalities of cooperation: (Awareness-building type (Empowerment type)) / Service provision type
	Project targets: Community or Local residents / (A project that supports service providers) / (Advising central/local government type)	
	Prospects after completion of projects: Continuous support type / (Hand-over type)	Contents of assistance: Comprehensive approach (rural development) type / (Sector focused type)
Supporting organization in Japan	JICA Human Development Department	
Counterpart/cooperating agency	Morogoro Regional Health Management Team (Morogoro RHMT) Morogoro Council Health Management Teams (Morogoro CHMT)	
Implementation Period	April 2001 to March 2006	
Target areas	Whole Morogoro region (Area: 73.039km ²)	
Beneficiaries	Residents of Morogoro region (Approx. 1.76 million people)	
Cost	Approximately 313 million yen in total from the beginning of the project to FY 2003 [Breakdowns: training, etc. (19 million yen), experts, etc. (233 million yen), equipment supply, etc. (28 million yen), on-site activities, etc. (33 million yen)]	
Project implementation system		
<p>The diagram illustrates the project implementation system, divided into Tanzania and Japan sides. At the top, a 'Joint coordination committee' oversees the project. On the Tanzania side, the 'Tanzanian government' and 'Local public bodies' are connected to the 'Ministry of Health and Social Welfare', which in turn connects to 'Long-term experts'. The 'Morogoro regional government' is also connected to the project. The project itself is represented by 'RHMT' and '6CHMTs'. On the Japan side, the 'Embassy of Japan in Tanzania' connects to the 'JICA Tanzania Office'. This office is linked to 'JICA headquarters', specifically 'Regional Department IV Africa' and the 'Human Development Department'. The 'Human Development Department' is further connected to the 'Procurement Department' and 'JICS' (Procurement of equipment), and the 'Domestic Partnership and Training Department' (Acceptance of trainees). The 'JICA domestic offices' are also connected to the 'Domestic Partnership and Training Department'. The 'National Institute of Public Health Aichi Children's Health and Medical Center' is connected to the 'JICA domestic offices' and is involved in the 'Acceptance of trainees'. A 'Domestic committee (6 members)' is also shown, connected to the 'JICA domestic offices' and the project. The diagram uses boxes and lines to show the organizational structure and the flow of information and resources between these entities.</p>		
Source: made by Kikuchi		

Background to and details of the project selection and implementation	<ul style="list-style-type: none"> - In the latter half of the 1990s, health sector reforms based on a health sector-wide approach and decentralization accompanied by the drastic delegation of authority from the central government to the regional ones were carried out at the same time in Tanzania. It was determined that the leadership of not only the health programs, but also of the local public administration would actually be taken by the districts. - Accordingly, the region, which is a super-ordinate administrative division of the district, was to take charge of the supervision of the district operations and personnel training. As the administrative capacity of both the regions and the districts is weak, however, it was decided to provide administrative capacity reinforcement assistance for the improvement of the public health services of the Morogoro region and the region's six districts. - The common basket fund established by various donors including the World Bank was directly distributed to the local areas, especially the districts. This further increased the need to strengthen the regional/district government's administrative capacity to appropriately formulate and implement the budget.
Overall goal and project purpose	<p>Overall goal: quality improvement of public health services in Morogoro region</p> <p>Project purpose: improvement of the operation and management capacity of Morogoro RHMT in accordance with the health sector reform (HSR) and the local government reform (LGR).</p>
Major activities	<ul style="list-style-type: none"> - Improvement of public health (medical) data management system through information equipment improvement/operation training, information system construction assistance, communication network improvement and technical training - Promotion of sharing task operation experience/information and collaborative activities through sharing task information, mutual team training/visiting, and promotion of activities at information centers - Improving planning/implementation/monitoring capacity of HMTs in Morogoro region/the 6 districts through plan supervision, evaluation method training, tool development, etc.
Outputs	<ul style="list-style-type: none"> - According to the team members' self assessment two and a half years after the project started, the members recognized that public health information management system construction and sharing of work experience/information in the region/6 districts (HMTs) had improved
Challenges for sustainability	<ul style="list-style-type: none"> - there is few concerns about sustainability such as those usually seen in JICA projects because comprehensive capacity building assistance to teams, not individuals, were given to the counterpart of 50 officials in the region/the 6 districts (as of November 2003), and only the minimum required communication equipment was offered as procurement equipment. - Giving the maximum priority to the counterpart's initiative, the proper amount and allocation of budgeting costs were requested and actually offered to Morogoro region and the 6 districts for the purpose of their administrative capacity enhancement. This was also one of the measures for securing project sustainability. - In order to reinforce management capacity, a lecturer of business management was invited from Mzumbe University in Morogoro region. Horizontal development of the referral system using radio transmission was enhanced in collaboration with Canada, which is also carrying out activities to strengthen public health administration in Morogoro region. Information exchange is planned in collaboration with Denmark, which is carrying out a similar project in the other region (Kagera region).
Future direction and challenge	<ul style="list-style-type: none"> - In Hexagon-spider-web-diagram for the purpose of clarifying competency of the region/6 districts' HMTs, improvement of coordination ability especially among the actors of the region/6 districts (mainly with outside of the HMTs) is regarded as a challenge in the latter half of the project. Functional improvement of each office as the foundation of the local public administration has not been fully achieved as well. - It is required to provide assistance to the region/6 districts in order for their HMT administration to carry out evidence-based public health activities that meet the needs of the community residents using the public health service information system improved in the project carried out so far.

Future direction and challenge	<ul style="list-style-type: none"> - It is difficult to judge the appropriateness of adopting the improvement of the regional residents' health indices as project evaluation standards because the project does not directly involve the public health services of the region/6 districts. It is necessary to find out the optimal indices and methods to objectively assess improvement on public health administration capacity.
Distinctive cooperation approaches	<ul style="list-style-type: none"> - Regarding the formulation of the project cooperation plan itself as part of administrative capacity development, the counterpart was given an opportunity to consider what to do to improve their health care administrative capacity. Taking the concepts of self-reliance, self-determination, and partnership as principles, Japanese experts provided assistance for the formulation of plans without taking major roles based on initiatives from the Tanzanian side. This included discussions and awareness of issues among them from the early stage of discussing the contents of activities and input. - Without setting pilot districts or sites, the assistance was focused on the region/6 districts' HMTs horizontally. However, especially regarding the assistance to the regional HMT, efforts were made so that the regional HMT would develop its ability to guide and supervise the 6 districts' public health administration. - On the other hand, by making close contacts with JICA experts who were assigned to the Ministry of Health and Social Welfare, efforts were made to establish collaboration not only with cooperation projects of Japan but also with other development assistance projects for Tanzania's health care sector.
Points using JICA's Uniqueness	<ul style="list-style-type: none"> - Activities are carried out by utilizing JICA's cooperation resources targeting Tanzania's public health sector. Among the activities are: information collection and coordination of activities with experts assigned to the central Ministry of Health and Social Welfare, utilizing the knowledge of former JOCV and information by employing them as short-term experts; installation of communication equipment by providing the appliances within the scope of provisions of special medical equipment., and planning countermeasures against infectious diseases that is under consideration, etc. - In the beginning of project implementation, former JOCVs who were proficient in Swahili and were familiar with the cultural background of Tanzania were employed as experts in order to induce discussion among Tanzanian staff without Japanese experts' taking the initiative. This contributed to building up trust with the counterpart.

Table 1-14 Wheelchair production project at the National Center for Medical Rehabilitation (Laos-Wheelchair)

Scheme	JICA development partnership program	
Project type	Project implementation scheme: Direct implementation type / (Partner type)	Modalities of cooperation: Awareness-building type (Empowerment type) / (Service provision type)
	Project targets: Community or Local residents / (A project that supports service providers) / Advising central/local government type	
	Prospects after completion of projects: (Continuous support type) / Hand-over type	Contents of assistance: Comprehensive approach (rural development) type / (Sector focused type)
Supporting organization in Japan	Association for Aid and Relief (AAR) (NPO)	
Counterpart/cooperating agency	National Rehabilitation Center (NRC) (Related ministry: Ministry of Health)	
Target areas	Vientiane city, NRC and provincial rehabilitation centers (PRCs), etc.	
Beneficiaries	NRC staff, PRC staff, and persons with disability who need wheelchairs or who are interested in wheelchair production/welding	
Cost	Approximately 107 million yen in total (throughout the project period)	
Project implementation system		
<pre> graph TD JICA_HQ["JICA Headquarters Regional Department/ Procurement Department"] <--> JICA_LO["JICA Laos Office"] AAR_Tokyo["AAR Tokyo secretariat"] <--> AAR_Laos["AAR Laos office"] JICA_LO <--> MOH["Ministry of Public Health, Laos"] AAR_Laos <--> MOH JICA_LO <--> NRC["National Rehabilitation Center (NRC)"] AAR_Laos <--> NRC JICA_LO <--> PRCs["Provincial rehabilitation centers"] AAR_Laos <--> PRCs MOH --- NRC NRC --- PRCs NRC <--> PWD(("Persons with disability who need a wheelchair")) PRCs <--> PWD </pre>		
Source: made by Ogata and Takezaki based on various references		
Implementation Period	Dec. 15, 2000 to Dec. 14, 2003 (three years)	
Background to and details of the project selection and implementation	<p>-AAR has experiences of providing vocational trainings in wheelchair production targeting persons with disability in Cambodia and Thailand. In Laos, it had started activities in education sector.</p> <p>- It was estimated that approximately 1% (50,000 - 60,000) of the total population in Laos required wheel chairs due to disability. Laos government admitted the significance of the assistance to people with disability. However, NRC, which was the only institution that manufactured wheelchairs in Laos, was producing only two wheelchairs in a month (in 1998).</p> <p>- The proposal of this project submitted by AAR was adopted with the following reasons: i) there were lots of needs in Laos; ii) as a BHN assistance, this project was highly coherent with the basic plan for country-specific implementation of programs; iii) as there was no assistance from other donors, this assistance project would be highly effective.</p>	
Overall goal and project purpose	<p>Overall goal: promoting social participation and independence of Laotians with disability</p> <p>Project purpose: production of wheelchairs in NRC and reinforcement of the supply section of NRC</p>	
Major activities	<ul style="list-style-type: none"> - Providing training for engineers (in Laos and the neighboring countries, and Japan) - Providing training on wheelchair repair for local public officials - Providing each physical therapist in PRC with individual training - Constructing wheelchair factory - In cooperation with NRC engineers, developing engineers among persons with disability 	

Major activities	<ul style="list-style-type: none"> - Formulating wheelchair supply system program - Transferring techniques concerning purchase of equipment and materials and inventory control to NRC engineers
Outputs	<ul style="list-style-type: none"> - Improvement of techniques among NRC engineers - Development of leadership among NRC engineers - Improvement of techniques for wheelchair production in PRC in the future - Improvement of wheelchair factory in NRC - Transfer of wheelchair production techniques to persons with disability - Improvement and promotion of wheelchair provision management system in the central and regional areas - Establishment of fund raising system - Improvement of operation and management capacity among Laotian staff
Challenges for sustainability	<ul style="list-style-type: none"> - Wheelchairs are expensive for most of the people who need them. However, efforts were made to improve the self-support system and its sustainability through the introduction of the fund raising system based on the appropriate share of cost by both the sponsors and beneficiaries. - Even if all the assistance projects finish right now, wheelchair production would continue under the self-support system in many cases because their ability to produce wheelchairs and the conditions for production were improved. - Capacity development of engineers who produce wheelchairs, in terms of their clerical skills and management ability (especially ability for fund raising) that are required in their management of the wheelchair factory is one of the future challenges.
Future direction and challenge	<ul style="list-style-type: none"> - After completion of the development partnership program, AAR will continue its assistance to the NRC wheelchair production factory. This program achieved a meaningful output in that the number of wheelchairs produced was increased. However, it was decided that additional assistance would be required until the wheelchair factory is completely self-supported and is able to provide wheelchairs and tricycles with good quality to persons with disabilities. For three years from November 2004, Phase II has been carried out under the JICA Partnership Program of Technical Cooperation for Grassroots Projects. - In order to provide persons with disabilities who live in remote areas with wheelchairs and related services more efficiently and more effectively, cooperation between the NRC and PRC should be strengthened.
Distinctive cooperation approaches	<ul style="list-style-type: none"> - Sponsorship system (in which organizations/individuals pay for wheelchairs in place of poor disabled persons) was carried out in order for the project sustainability - Joint Coordination Committee, attended by JICA, AAR and NRC, was held every quarter, so that they could report the project progress and discuss plans and policies of important activities.
Effects of the liaison and the factors	<p><Merit></p> <ul style="list-style-type: none"> - Viewpoints (noticing the gap between wheelchair supply and demand) and ideas (utilization of sponsorship system, etc.) that only NGOs can be aware of have lead to the success of the project - Utilizing AAR and JICA's respective characteristics/roles, AAR mainly worked on field activities whereas JICA approached the counterpart government agencies (handing over the projects, etc.) - In many cases, negotiations with the Laotian government, which had rarely listened to what NGOs said, proceeded smoothly with an assistance of the governmental agency (JICA) - JICA was able to obtain important information, including the state of the disabled people and administrative system/efforts in Laos through collaboration projects with both the central and local AAR offices. - There are limitations to keeping the sustainability of the nation's wheelchair provision program solely through the private organizations' grassroots level assistance. A collaboration program with a government agency, namely JICA, makes it possible to engage in the organization reinforcement of wheelchair factory in NRC and to further secure sustainability. - Collaboration with human networks of JICA's other schemes (Senior volunteers and Japan Overseas Cooperation Volunteers (JOCV), etc.) were enabled.

<p>Effects of the liaison and the factors</p>	<ul style="list-style-type: none"> - Project planning/management with a long-term perspective from the beginning to the end was made possible. It was also helpful for the success of this project that travel costs were paid for the staff in Japan to visit and see the conditions at the site. - Securing funds for the three-year activities enabled the saving of work and time for raising funds. The AAR was able instead to commit more to the implementation of the project itself. - It was helpful that indirect costs, salaries for headquarter staff, and costs for soft-type activities were admitted and paid. <p><Demerit></p> <ul style="list-style-type: none"> - There is no special item to list as a demerit of this collaboration program. It was a tough job, however, for both JICA and AAR to take a long time in discussing the matters due to the difference in their views (to be specific, attitudes toward: i) sustainability; ii) ownership, iii) budgeting, budget allocation, and liquidation, although this was a good experience as a result. - As the four offices, JICA headquarters, JICA Laos office, AAR Tokyo, AAR, and Laos, were involved in the project, there was a gap between their understanding of and attitudes toward the project. If both JICA and NGOs carry out the project making further efforts to “respect the on-site activities” and “promote delegation of power to the local administration,” they will be able to conduct smoother project operations. - In the development partnership program, JICA’s project was carried out by AAR on consignment. Accordingly, both were hesitant in stating their opinions, and it was impossible to make clear whose project it was, and thus who should take the leadership. As a result, the decision making system did not function well. If who should take the initiative was clarified, both JICA and AAR could commit more to the project, the project’s field operation would have been easier, and project quality would have improved. - NGOs should make efforts to formulate a practical plan and budget, while JICA should also be able to respond to unexpected changes by flexible budget allocation. It is helpful if the amount up to 20% of the initial budget plan is allowed to change the expense items as in the grant aid for Japanese NGOs’ projects by the Ministry of Foreign Affairs. In addition, it would be useful if additional budgeting is accepted and the procedure is simplified. - Different JICA staff gives different explanation in response to the question of whether the reimbursement of budget is possible or not. It would be better if there is a guideline on budgets. - If the report to be submitted to JICA allows for the use of not only Japanese but also English, it would be able to be utilized for the efficient human resource development of local staff. - Many items listed as demerits seem to be able to be improved when the information is shared by both JICA and NGOs in advance.
<p>Uniqueness of JICA and NGOs, and complementarity concerning their collaboration</p>	<ul style="list-style-type: none"> - NGOs are able to approach government level agencies when it collaborates with JICA. JICA can learn many things including NGO’s viewpoints and ideas when it collaborates with NGOs. - While NGOs mainly take charge of implementing on-site activities, JICA can assist the NGO projects indirectly. For example, JICA can approach the counterpart governments through its overseas offices. Utilizing the strengths of both NGOs and JICA through collaboration/cooperation, it will be possible to implement projects more effectively and efficiently.

Table 1-15 Community-operated reproductive health project in Bangladesh

Scheme	JICA development partnership program	
Project type	Project implementation scheme: Direct implementation type / (Partner type)	Modalities of cooperation: (Awareness-building type (Empowerment type)) / (Service provision type)
	Project targets: Community or Local residents / (A project that supports service providers) / Advising central/local government type	
	Prospects after completion of projects: (Continuous support type) / Hand-over type	Contents of assistance: (Comprehensive approach (rural development) type) / (Sector focused type)
Supporting organization in Japan	Japanese Organization for International Cooperation in Family Planning (JOICFP) (program was carried out jointly with Family Planning Association of Bangladesh (FPAB))	
Counterpart/cooperating agency	Ministry of Health and Family Welfare (MOHFW)	
Target areas	Panchdona Union, Narsingdi district Dhalian Union, Feni district	
Beneficiaries	Panchdona Union, Narsingdi district: 23,245 persons Dhalian Union, Feni district: 23,168 persons	
Cost	Approximately 86.2 million yen (total of each year's adjusted amount up to FY2003)	
Project implementation system		
Source: made by Ogata and Takezaki based on various references		
Implementation Period	March 16, 2001 to March 31, 2004 (three years)	
Background to and details of the project selection and implementation	- Indices concerning reproductive health (RH) among women in Bangladesh are lower than those in other developing countries. Improvements in RH had become an important target of development policies in Bangladesh.	

Background to and details of the project selection and implementation	- From 1992 to 1999, JOICFP, a Japanese NGO, carried out an Integrated Family Development Project (IFDP) in liaison with local NGOs or FPAB (Family Planning Association of Bangladesh), with support from UNFPA (UN Population Fund). The project aimed at improving family planning (FP) and reproductive health (RH). Based on this experience, JOICFP planned a project for the purpose of RH services improvement through women's empowerment in the targeted areas. JOICFP proposed to JICA of this plan as a development partnership program.
Overall goal and project purpose	Overall goal: improving knowledge on reproductive health of women in the project targeted communities Project purpose: promoting utilization of Essential Service Package (ESP), or RH/FP services in accordance with government policy
Major activities	<ul style="list-style-type: none"> - Structuring of community residents → structuring of women's groups/development of family development volunteers (FDVs) - Involving local self-governing bodies (union) → Establishment of Advisory committee and Steering committee - Providing high-quality RH services (ESP provision) → consideration for females (most of service providers are also females) - Empowerment of women (capacity development of women through comprehensive/cross-sectoral approaches involving health, education, and economic activities) → health education (public health/ parasitosis prevention activities), literacy education for everyday life, vocational training (targeting adult and young women), income generating activities (micro-credit) - Refurbishing multi-purpose training center for women
Outputs	<ul style="list-style-type: none"> - Reinforcement of RH and FP services (a multi-purpose training center for women that also owns the medical clinic was effectively used by the community residents as a base for ESP provision) - Improvement of knowledge and abilities concerning women's health (women participants acquired basic knowledge on their health and improved their vocational skills. They used funds earned from micro-credit activities to buy their children's antiparasitic medicine. Approximately half of the women who completed machine sewing classes earned income from selling their own hand-made clothing. Through the health education provided by FDV, the women gained the knowledge and skills required to select better alternatives for their health. - Capacity building of the relevant organizations (the organizational capacity of the FPAB that carried out the project jointly with JOICFP and the abilities of the project stakeholders were enhanced.)
Challenges for sustainability	- The local NGO (FPAB), which had a long history and experiences in family planning sector, enhanced its organizational power through technical cooperation provided by JOICFP, and became able to enhance the project's sustainability and development from organizational and technical perspectives.
Future direction and challenge	<ul style="list-style-type: none"> - With the enhanced organizational power achieved through this project, it is expected that FAPB should further promote liaison/cooperation with the central government, local public administration, and community residents. - In order to continue the existing activities, it is required to secure financial sustainability. Accordingly, external assistance continues to be required for a while.
Distinctive cooperation approaches	<ul style="list-style-type: none"> - Project Design Matrix (PDM) formulated before the project commencement was used as a tool for project progress management. Monitoring was regularly carried out, and the necessary plan modifications were elaborately considered and introduced subject to the consent of the project stakeholders. - Communication among project stakeholders, JOICFP, and FPAB was maintained by monthly meetings and regular reports. Work of the advisory committee and steering committee helped maintaining smooth communication among the project stakeholders and community residents. - Close relationship with the community was constructed through field-level activities by FDVs and supervisors. - Comprehensive approach that covered public health, education (literacy training) and income generating activities raised the awareness of community residents, helped women in participating in the social activities (women's empowerment), and had a synergistic effects that brought positive effects on the project (especially it contributed to improvement of RH/FP services, community women's gaining knowledge and behavioral changes in terms of RH/FP, and as a result, to increasing access to the RH/FP services).

Distinctive cooperation approaches	<ul style="list-style-type: none"> - Maggie Apron, pregnancy simulator, and picture materials were effective in RH/FP education targeting community women - Technical guidance by short-term experts of JOICFP was given with respect to the initiatives of the local NGO (FPAB). It was effective on the enhancement of organizational strengths and techniques of the local NGOs (FPAB). - Collaboration with JOCVs by using their expertise in RH/FP Sector and language skills not only improved the skills of FDVs, but also created more opportunities to interact with community residents.
Effects of the liaison and the factors	<p><Merits></p> <ul style="list-style-type: none"> - Promotion of collaborations with other schemes (acceptance of trainees, dispatch of JOCVs, NGO support programs by former JOCVs, small-scale grant assistance for grassroots projects, etc.) - Synergistic effects achieved through PR activities by both JICA and JOICFP (effects seen on acceptance of visits by various organizations or persons and introduction of the project on the website, etc.) - Advantages of both JICA (promotion of negotiation/collaboration between the central government and NGOs, ability to reflect NGO's good practices on the counterpart's governmental projects, the possibility to use human resources of JICA including JOCVs) and those of NGOs (behavioral change communication with the residents (BCC), empowerment, direct benefit to community residents, cross-sector approach) can be effectively used. (It became easier for JOICFP to negotiate with Bangladeshi government officials and local public administration. The collaboration with them has become smooth, etc.) - Accumulation of the past experiences of JOICFP was utilized (personnel engaging in the community for a long time, information on details of the activity areas, human networks, accumulation of outputs). - In specific sectors, cross-sectional connections between the central government and NGOs, and between the central and local governments in the vertical administrative system was formed. - This project was regarded as part of the constituents of JICA's cooperation programs in the mother and child health sector, so that it became more likely for this project to be developed in the future - Regardless of operation range (vertical system), number of staff, human resources, or budget of the counterpart government, activities were implemented in collaboration with excellent local NGOs. - Depending on the local necessity, contents of activities could flexibly be changed. <p><Demerits></p> <ul style="list-style-type: none"> - In order to secure areal extension of the project and sustainability of service provision, involvement of the counterpart governmental organizations is necessary. - It took approximately one and a half year to go through procedures from the temporary adoption until the project commencement. (contents of the procedures were: coordination of both sides of Japan and Bangladeshi government concerning the signing of international agreements)
Uniqueness and mutual complementarity of JICA and NGO in liaison	<p><Recommendations to the collaboration program system></p> <ul style="list-style-type: none"> - Strengths and lessons learned from the development partnership program should be made the best of in planning and implementation of the other related scheme (PROTECO and Technical Cooperation for Grassroots Projects). - Utilization of NGOs as specialized organizations (Japan's ODA should provide the "assistance reached more directly" to the people in the counterpart country; utilization of individuals or organizations that are familiar with the local conditions or are expert in specific sectors) - Formulation of flexible schemes that can utilize cross-sectoral assistance of grassroots assistance activities of NGOs (in order to use NGOs approaches not limited to one specific sector) - It takes a long time to carry out project in social development sector and activities that involves behavioral changes of residents. Accordingly, a long-term cooperation period is required. - Principle of field-oriented project planning and implementation (promotion of delegation of authority to JICA overseas offices) - For evaluation of the project sustainability, development of indices to measure it is required. - Implementation of Partnership program with JICA as part of JOICFP's long-term projects had positive effects (outcome). After both JOICFP and JICA recognize that such effects were not generated only by this partnership program, both should make efforts to promote more of those effects in the implementation of the partnership program. They both should pay attention to those effects (outcomes) in carrying out PR activities.

Table 1-16 Participatory Rural Development Project for improving access to primary education in rural areas of Cambodia

Scheme	JICA development partnership program	
Project type	Project implementation scheme: Direct implementation type / (Partner type)	Modalities of cooperation: (Awareness-building type (Empowerment type)) / Service provision type
	Project targets: (Community or Local residents) / Advising central/local government type	Contents of assistance: (Comprehensive approach (rural development) type) / Sector focused type
Prospects after completion of projects: (Continuous support type) / (Hand-over type) (termination of assistance to the 3 target areas and implementation of follow up for 2 years)		
Supporting organization in Japan	Shanti Volunteer Association (SVA)	
Counterpart/cooperating agency	Counterpart organization: Svay Rieng Provincial Education Office (PEO) Division in charge: Provincial Rural Development Office (PRDO)	
Target areas	3 communities in Svay Rieng province in the Kingdom of Cambodia (schools in the 3 communities: Toul Ta Tong school, Tuol Sala school, Preah Ponlea school)	
Beneficiaries	Residents of the targeted communities	
Cost	Approximately 75 million yen (total project period)	
Project implementation system		
<pre> graph TD MoE[Ministry of Education, Youth and Sports of the Kingdom of Cambodia] <--> PEO[Svay Rieng Provincial Education Office] PEO <--> Comm[3 communities in Svay Rieng province - Toul Ta Tong elementary school - Tuol Sala elementary school - Preah Ponlea elementary school] PEO <--> JICA_CO[JICA Cambodia Office] PEO <--> SVA_CST[SVA Cambodia support team] JICA_CO <--> SVA_CST SVA_CST <--> SVA_Thai[SVA Thai] SVA_CST <--> SVA_Tokyo[SVA Tokyo office] JICA_CO <--> JICA_HQ[JICA headquarters Regional Department/Procurement Department] SVA_CST <--> SSC[School construction central committee (consisting of achar, village leader, pagoda committee members, school principal, vice-principal, etc.)] SSC <--> CR([Community residents]) SSC --- P1[Preschool class section] SSC --- P2[Traditional music section] SSC --- P3[Library section] SSC --- P4[School construction section] SSC --- P5[Rice bank section] SSC --- P6[others Sections vary depending on the school] </pre>		
Source: made by Ogata and Takezaki based on various references		
Implementation Period	October 1, 2000 to September 30, 2003 (three years)	

Background to and details of the project selection and implementation	<ul style="list-style-type: none"> - Because educational environment was demolished due to Pol Pot regime and internal conflict in Cambodia, lack of educational facilities is a serious problem. The resultant issues are that teacher training is not catching up with the number of pupils, as well as that the quality of education is declining. This project targets 3 districts of Svay Rieng province where the number of classrooms is not enough for the number of students, and school buildings have grown old. - This project is aiming to promote the improvement of the environment for primary education in rural areas in Cambodia through participatory community development. This project was to respond to the high demand from Cambodia, which had just started educational reform. It also corresponds to Japan's policy which gives priority to rural development in the implementation plan of country-specific program for Cambodia. As a result, the project was adopted as FY 1999 development partnership program.
Overall goal and project purpose	<p>Overall goal: improvement in primary education standard in the targeted areas</p> <p>Project purpose: Improvement of the environment for primary education in the targeted areas.</p>
Major activities	<ul style="list-style-type: none"> - Construction of school buildings through citizen participation (establishment of school construction committee, monitoring of school building use and maintenance, holding of seminars on school building maintenance for community leaders and school teachers, etc.). - Creation of wells and rest rooms in the school (provision of students with seminars on hygiene and monitoring of their use, etc.). - Allocation of furnishing including desks, chairs, and blackboards, in each classroom (teachers' room was also refurbished for the purpose of management ability improvement). - Opening of pre-school class (training was given to pre-school class teachers, furnishing was provided, implementation of monitoring/guidance, etc.). - Opening of school library (training was given to teachers, library furnishing was provided, motorbike for traveling library was provided, implementation of monitoring/guidance, etc.). - Promotion of self-help efforts that leads to poverty alleviation in the targeted areas (formulation of foundations for the improvement of primary education) → Establishment of a rice bank, organizing of traditional music activities, holding trainings for community leaders including achars, and school principals who were engaging in community development. - Collection of project-related data/implementation of investigation activities, (data sharing with other project stakeholders if needed, implementation of joint monitoring with the counterpart, the provincial department of education).
Outputs	<ul style="list-style-type: none"> - The number of classrooms increased through construction/operation of elementary schools - Sanitary facilities, such as rest rooms and wells were set up - The number of furnishing items increased through provision of educational furnishing - Educational opportunities were given to pre-school children through the opening and operation of pre-school classes - Libraries were made available for students to use - Awareness of the educational environment among the community leaders was developed. For example, school committee's and pagoda committee's activities started to diversify, and community leaders started to voluntarily participate in the improvement of the educational environment. - 50% of households among the targeted poor households properly understood the purpose of a rice bank and joined the bank. Accordingly, residents' awareness of mutual aid was deepened. - There are many opportunities for the traditional music band to give performances. The environment was set up to pass down Cambodian culture.
Challenges for sustainability	<ul style="list-style-type: none"> - As far as the stakeholders recognize the importance of school buildings, a rice bank, library activities, opening of pre-school classes, and traditional music band, and at the same time they have the ownership, operation and management of the activities in each community seem possible. - Replenishment of picture books are planned to be achieved by public financing and residents' contributions. There is a limitation in Cambodia, however, where general picture books are not published except for the ones by NGOs. Accordingly, additional picture book replenishment and replacing is planned to be carried out by SVA once a year at the time of the monitoring for two years after the completion of the project.

<p>Challenges for sustainability</p>	<ul style="list-style-type: none"> - Community leaders and the pagoda committee are deepening closer cooperation connection with the other committees. - School operation committee is planning to maintain and manage school facilities through collecting contributions from residents. - A rice bank fund is allotted to maintenance and management of the schools and libraries. When fund rice becomes scarce due to natural disasters or situations in which collecting repayment becomes impossible, it is feared that the rice bank activities will not be able to be carried out, and it can have adverse effects on the overall community activities. - Income from the performance of the traditional music band is secured for educational costs and costs for repairs of musical instruments at a certain rate by the committee according to the regulations. In order to maintain the band, performers are training the younger performers. The band activities also give a source of pride to the community. (However, there are concerns that residents tend to focus more on the financial merit to students' livelihood as an advantage of the music band activities rather than the passing of traditional music.) - District-level public administration officially approves of the committees. There is a cooperative relationship between the district-level public administration and the committees. For example, the district-level educational administration gives advice on school management when needed.
<p>Future direction and challenge</p>	<ul style="list-style-type: none"> - For two years after the completion of the project, monitoring activities are planned to be conducted once a year. As an impact of this project, the Provincial Education Office is planning to give guidance to the community on similar school management as a project. Monitoring of this will also be conducted. - In order to prevent shortage of the capital rice in the rice bank, it is necessary to devise management methods of the rice bank. Among the ideas for the better management is, for example, not loaning out all of the stocked rice, but instead, some rice to be cashed and saved. - There is no feedback given from the central ministries and PRDO, (Provincial Rural Development Office), although project reports are submitted to them. Administrative-level policies and system construction concerning this project are desired. - It is expected to demand and give advice on further development including restructure of the system from PEO (Pacific Economic Outlook) level administration to the central ministries.
<p>Distinctive cooperation approaches</p>	<ul style="list-style-type: none"> - Through community participatory approach, the environment for primary education improved. - In addition to the activities to directly improve education at class-level, activities were carried out to promote self-help efforts for poverty reduction of community residents, who are surrounding the school.
<p>Effects of the liaison and the factors</p>	<p><Merit></p> <ul style="list-style-type: none"> - In Cambodia, JICA had been carrying out projects mainly in the capital region. Regarding project implementation in the rural areas, experiences of SVA, which had carried out activities for many years in rural areas, and its relationship of trust with community residents, gave the project an advantage (SVA was already familiar with the targeted areas and had built relationships of trust with the residents there). - Valuable information useful for this project (conditions of primary education in rural areas, roles of "achar" in the villages, etc.) was given from SVA. Furthermore, the information provision enormously contributed to the realization of JICA's cooperation program for the "improvement of primary education" in the implementation plan of country-specific program for Cambodia. - Establishing the Traditional Music Band and Rice Bank were not under consideration by JICA at the beginning as one of the ideas directly related to education at schools. However, those ideas raised the interests of community people in the project and promoted their participation. This resulted in one of the factors to support sustainability and development of the project (school maintenance and management by the community heightened the residents' sense of belonging to their community). - As influenced by the education on hygiene through the installation of rest rooms and wells in schools, children told their families that they wanted rest rooms in their houses. This resulted in an increase in households in the community which created rest rooms.

<p>Effects of the liaison and the factors</p>	<ul style="list-style-type: none"> - SVA and JICA supported the project making the most of each organization and personnel. - SVA established a support team consisted of SVA Cambodia office staff. The whole SVA supported the project by, for example, dispatching advisors from SVA Thai office. This was possible only by SVA that owns rich experiences and human resources and is carrying out activities for a long time not only in Cambodia but also in other parts of Asia. On the other hand, JICA, with its experts and overseas offices, provided useful advice and information through monthly meetings, field visits by JICA experts, participation in the final assessment by JICA experts and overseas office staff as observers, etc. - The experience in the project contributed to the capacity building inside SVA (establishment of monitoring system, implementation of mid-term and final assessment). - SVA was able to clearly see the picture of the project form from the commencement to after the completion of the project. (Accordingly, SVA could plan capacity building of the residents' organizations and SVA-PEO joint monitoring, in consideration of handing over the project to the residents' organizations and PEO.) - Without concerning about funding for the three years of project implementation, the project was carried out according to schedule (It is difficult for private organizations to conduct the 3-year project costing 75 million yen). <p><Problems (to be improved)></p> <ul style="list-style-type: none"> - As the project was carried out under the new scheme, there was no agreement on the assessment style. Accordingly, system was constructed as the project proceeded (JICA could not show a clear direction of mid-term and final assessment to SVA, and others). The time to start the project could not be changed flexibly (in the first year, the project commencement was behind in the initial year. As the project started at the same time as other projects, both SVA and the residents' organizations faced the needs that were beyond their capacity. Although SVA seems to have troubles in many aspects, because the system was loose, both JICA and SVA could cooperate in creating the project through a series of discussions on every issue. - It took a long time to win the approval of the contract with JICA and international agreement before project implementation. - Since all coordination of reporting and adjusting of the accounts was carried out through JICA headquarters and SVA Tokyo office, it contained complicated procedures. Is it possible to carry out negotiations for contracts and checking of the books overseas? - Schedule for adjusting the account is too tight (the account had to be closed before the project was completed, considering the complicated procedures between overseas offices and the Tokyo office). - Although a flowchart for reporting project progress was formulated in the meeting with the Ministry of Education, Youth and Sports (MEYS) and PEO before the project inauguration, it was not actually functioning. JICA and SVA should have created a system to follow-up the flowchart implementation (Although SVA submitted the report to PEO, PEO did not submit the report to MEYS. Thus, MEYS could not share the information.) <p><Points noticed></p> <ul style="list-style-type: none"> - It is desirable to manage the project by clearly assigning the respective roles of the local offices and Tokyo offices. (The main management was carried out by Tokyo office. Quick response became possible when the local office that is located nearer to the project site mainly carried out the project administration. Feedback to other projects and PR activities will be carried out in Tokyo.)
<p>Uniqueness of JICA and NGOs, and complementarity concerning their collaboration</p>	<ul style="list-style-type: none"> - The collaboration and communication between SVA and JICA gave both organizations opportunities to use each other's experience, knowledge, and networks, that had synergistic effects on the project. - In addition to regular meetings attended by JICA Cambodia Office staff and experts, supports distinctive to SVA, which has been carrying out educational projects in Asia for a long time, and had rich experience and abundant personnel, were provided. Among such activities were: the establishment of a support team created by SVA Cambodia office staff; regular dispatch of advisors form SVA Thai office.

Chapter 2 Advantages and Disadvantages of NGO-JICA Collaboration – Contributing Factors and Constraints

This chapter tries to identify the advantages and disadvantages of NGO-JICA collaboration from two aspects – (i) project implementation, and (ii) the project management and institutional aspects – based on the information gained from case study presentations and subsequent discussions. The criteria for the project implementation aspect include: (i) project funds and financing stability, (ii) project implications (connections with the recipient government and the widening scope of beneficiaries), and (iii) prospects after project completion and the sustainability of project outcomes. Among the criteria for the project management and institutional aspects are: (i) benefits and information sharing; (ii) project management arrangements and processes; and (iii) mutual understanding and capacity building. For each of these criteria, the Study Group has identified the advantages of NGO-JICA collaboration and factors that promoted them, as well as the inhibiting factors where the collaboration project failed to make full use of such advantages. The Study Group has thus tried to highlight the advantages and disadvantages as seen from both the NGOs and JICA, and the factors involved.

2-1 Advantages and disadvantages of NGO-JICA collaboration in project implementation; the factors involved

(1) Project funds and financing stability

- Collaboration with JICA allows NGOs to secure a stable source of a large amount of funds and thus to design projects with a clear vision. This is a major advantage for NGOs.
- On the other hand, when the project launch is behind schedule or in limbo for some reason, NGOs have to use their own funds during the suspended period. This may in turn put them into financial difficulties.
- JICA should look into the possibility of reducing such burdens on the part of NGOs if by any chance of such delays are likely to occur.
- Some NGO representatives raised concerns that collaboration with JICA might result in aid dependency of the recipient countries and go against the independence principle of NGOs. Further discussion is needed in terms of project outcomes, their sustainability and the timing of handing them over to the local community.

Specific points raised in the presentations and discussions¹⁰

Advantage (synergy) (●) / disadvantage (△)	Factors involved
<p><Comments from NGOs></p> <p>● : Project funds have increased and planning sustainability improved (N/CEP/JPP: East Timor-PHC; the initial JPP: Laos-Wheelchair; and many others).</p> <p>△ / ● : More self-generated funds were needed than expected, which played a part in financial difficulties later on. Yet experiences during these difficult times provided important lessons for subsequent activities (N/CEP/JPP: East Timor-PHC).</p> <p>△ : Collaboration with JICA might result in moral hazards by increasing aid dependency (A comment in the 48th meeting).</p>	<p><Comments from NGOs></p> <p>● : This NGO was able to secure funds for the three-year project after the project launch (the initial JPP: Laos-Wheelchair).</p> <p>△ : It took one year before the project was adopted and the associated contract was signed. Until then, preparation activities had to be self-financed (due in part to the lack of experience in the area) (N/CEP/JPP: East Timor-PHC).</p>

(2) Widening the scope of assistance

1) Connections with the recipient government (administrative and policy aspects)

- JICA has established relationships of trust with the recipient governments, as well as various networks, through a variety of activities in government-to-government cooperation. This has often helped NGOs to have smooth negotiations with government bodies in the recipient countries and establish connections with them. In this respect, collaboration with JICA is a major advantage.
- For JICA, the advantages of collaboration with NGOs included firsthand information on how policies developed at the central government level were being implemented in rural areas, and the opportunity to feed such information back to the policies and JICA Country Programs. Another major advantage was that JICA was able to provide NGO-based support during the reconstruction period or until the administrative functions return to normal after emergencies in the recipient countries.
- It seemed that these advantages on both sides were enhanced when JICA overseas offices made appropriate interventions at key points in time of the project cycle and when Japan Overseas Cooperation Volunteers (JOCVs), JICA experts and other JICA human resources acted as intermediaries between collaboration projects and the local authorities.
- It often took considerable time until project implementation due to the procedural and coordination requirements associated with government-to-government cooperation. This is seen as a disadvantage for NGOs, as discussed earlier.

¹⁰ This table, or any other tables in the chapter, summarize the relevant issues based on the information obtained from the presentations, indicated in parentheses after each comment, as well as exchanged opinions among the participants and presenters from both the NGOs and JICA, plus associated materials and subsequent discussions.

Specific points raised in presentations and discussions

Advantage (synergy) (●) / disadvantage (△)	Factors involved
<p><Comments from NGOs></p> <ul style="list-style-type: none"> ● : The presence of JICA facilitated negotiations with the recipient government (the initial JPP: Laos-Wheelchair). ● : JICA greatly helped with negotiations with the health ministry, which was the counterpart (N/CEP/JPP: East Timor-PHC). ● : Connections were established with the central government (the initial JPP: Laos-Wheelchair; the initial JPP: Bangladesh-Empowerment) ● : Coordination with the local government was made easier (the initial JPP: Bangladesh-Empowerment). ● : It was made possible to provide the health ministry and others with the findings of community health surveys and other information that could be put to good use for health policies (N/CEP/JPP: East Timor-PHC). ● : The recipient country changed its attitude, and the structure for supporting project implementation was organized (PROTECO: Afghanistan-NFE) ● : The international agreement with the recipient government made it possible to cope with personnel changes in the counterpart under unstable political conditions (PROTECO: Afghanistan-NFE). ● : The project had a great policy impact. The education ministry incorporated a system proposed in the project into the national literacy program (PROTECO: Afghanistan-NFE). <p>△ : NGOs can play important roles in reconstruction assistance until government administrative functions return to normal. Yet once the government regains control, NGOs are subjected to frequent changes in policies and regulations (N/CEP/JPP: East Timor-PHC).</p> <p><Comments from JICA></p> <ul style="list-style-type: none"> ● : The collaboration project provided JICA with opportunities to learn firsthand about the problems in the field with respect to education policies. JICA fed such detailed information on rural areas back to the education department and the JICA Country Program. (the initial JPP: Cambodia-PE) △ : It took one year and a half from the tentative adoption to project implementation. (the initial JPP: Bangladesh-RH) △ : Due to the mismatch between this NGO’s target sector and JICA’s priority sector, JICA had no opportunity to facilitate technical exchanges in that target sector. (N/CEP/JPP: East Timor-PHC) 	<p><Comments from NGOs></p> <ul style="list-style-type: none"> ● : Relationships of trust with JICA and the recipient government bodies worked (the initial JPP: Laos-Wheelchair). ● : This NGO was allowed to make good use of JOCVs and the other human resources and networks of JICA (the initial JPP: Laos-Wheelchair). ● : Monthly meetings at the local JICA office and exchanges with education experts provided opportunities to obtain useful advice and new information on the education policies (the initial JPP: Cambodia-PE). <p>It is not, however, that collaboration with JICA provided opportunities to influence WHO and the health ministry (N/CEP/JPP: East Timor-PHC).</p> <p><Comments from JICA></p> <ul style="list-style-type: none"> ● : JICA’s aid professionals served as intermediaries (the initial JPP: Cambodia-PE). △ : It took much time to sign the international agreement and make other arrangements (the initial JPP: Bangladesh-RH; the initial JPP: Cambodia-PE).

2) Widening the scope of beneficiaries

- NGOs have often established personal and organizational networks and accumulated experience through their independent activities in the local areas. Collaboration with JICA helped NGOs to build on these resources and experiences in further enhancing the empowerment of community organizations, extending the reach of their activities, and expanding them to other sectors.
- JICA, on the other hand, benefited from collaboration with NGOs when it formulated projects and extended its reach to rural areas by taking advantage of the accumulated experience and expertise of the NGOs in the field.
- PROTECO allowed NGOs to extend comprehensive assistance that had not been possible before, while making use of their strengths. Specifically, this was made possible by working with JICA to formulate projects based on the findings of joint preparatory studies with JICA and interviews with the recipient governments and local communities.

Specific points raised in presentations and discussions

Advantage (synergy) (●) / disadvantage (△)	Factors involved
<p><Comments from NGOs></p> <ul style="list-style-type: none"> ● : Collaboration with JICA promoted a shift in the focus of empowerment efforts from individuals to community organizations. It also made it possible to extend the reach to the poorest and most vulnerable (the initial JPP: Bangladesh-Empowerment). ● : Collaboration with JICA made it possible to empower a wider community base (the initial JPP: Bangladesh-RH). ● : Collaboration with JICA allowed for the designed project to address the more urgent issue of HIV/AIDS by also making full use of the existing base that had been established through independent activities aimed at supporting local development (JGPP/the initial JPP: Tanzania-HIV/AIDS). ● : A package of basic education, pre-primary education, vocational training, and leadership training was successfully provided (PROTECO: Mexico-M&C). <p><Comments from JICA></p> <ul style="list-style-type: none"> ● : JICA successfully formulated a project with unique input from an NGO with a long-term commitment to the area (the initial JPP: Laos-Wheelchair). ● : JICA was able to take advantage of the accumulated experience of the NGOs (the initial JPP: Bangladesh-RH; the initial JPP: Cambodia-PE). ● : Collaboration with an NGO allowed JICA to extend its reach to rural areas (the initial JPP: Cambodia-PE). 	<p><Comments from NGOs></p> <ul style="list-style-type: none"> ● : Communities accepted these changes due to the long-term relationship of trust with this NGO. “Samity” members were being empowered (the initial JPP: Bangladesh-Empowerment). ● : This NGO successfully took advantage of its own strengths thanks to non-intervention from JICA or the local authorities (the initial JPP: Bangladesh-Empowerment). ● : Through its independent activities, this NGO has built human networks with the local authorities and allowed local communities to acquire the capacity for awareness building and training on their own (JGPP/the initial JPP: Tanzania-HIV/AIDS). ● : The project was accepted by the recipient country without any problems thanks to the joint project formulation processes including interviewing local government officials and residents (PROTECO: Mexico-M&C). <p><Comments from JICA></p> <ul style="list-style-type: none"> ● : NGOs have accumulated human resources and information on local organizations through long-term activities in their respective geographical areas (the initial JPP: Bangladesh-RH; and many others).

(3) Prospects after project completion and the sustainability of project outcomes

- JICA’s relationships with the recipient government bodies as mentioned in the previous sub-section often prove effective in handing over the projects after completion to the recipient countries and in ensuring that the services provided under the projects will be retained by the local authorities.
- Another major advantage for NGOs is that a variety of options after project completion are offered for the purpose of project continuity, including collaboration with other JICA schemes, and Phase II of NGO-JICA collaboration.
- Some NGO representatives have noted that JICA is unclear about what should be done after project completion to sustain the project outcomes and replicate them in other areas. If JICA clarifies its stance on this issue and shows the steps to ensure that the recipient countries, JICA’s other schemes or others will take over the collaboration projects, and if JICA can share such ideas with NGOs, the advantages discussed above will be enhanced.

Specific points raised in presentations and discussions

Advantage (synergy) (●) / disadvantage (△)	Factors involved
<p>〈Comments from NGOs〉</p> <p>● : Collaboration with JICA allowed this NGO to coordinate with a JICA project and ensure the sustainability of the project outcomes (the initial JPP: Laos-Wheelchair).</p> <p>● : Collaboration with JICA allowed this NGO to closely study how to hand the project over to the recipient country (the initial JPP: Cambodia-PE).</p> <p>● : The project is now under the JPP in replacement with the former CEP and continuing with human resources development in the health sector (N/CEP/JPP: East Timor-PHC).</p> <p>● : The project has changed hands from the JGPP to the initial JPP. It will expand its geographical scope and establish a home care system (JGPP/DPP: Tanzania-HIV/AIDS).</p> <p>△ : To ensure the sustainability of project outcomes, JICA should explicitly show the steps toward taking advantage of a model or good practice that has been developed, if any, in a collaboration project, including incorporating it into the JICA Country Program and supporting the recipient country to institutionalize it (JGPP/the initial JPP: Tanzania-HIV/AIDS; and many others).</p> <p>〈Comments from JICA〉</p> <p>△ : JICA has successfully taken integrated cross-sectoral activity approaches; however, it has yet to replicate the project outcomes in other areas (TCP: Bangladesh-PRDP).</p>	<p>〈Comments from NGOs〉</p> <p>● : This NGO was allowed to make good use of the human resources and networks of JICA (the initial JPP: Laos-Wheelchair).</p> <p>〈Comments from JICA〉</p> <p>△ : The targeted geographical area is limited (the initial JPP: Bangladesh-RH).</p> <p>△ : Expanding the project areas or ensuring the sustainability of the provision of services requires the involvement of the relevant bodies of the recipient government (the initial JPP: Bangladesh-RH).</p>

2-2 Advantages and disadvantages in project management and institutional aspects; the factors involved

(1) Benefits of and public relations in JICA-NGO collaboration

1) Information provision, security management, etc.

- JICA provides policy information and opportunities to mingle with JICA experts and JOCVs. This often constitutes an advantage for NGOs. On the other hand, field-based information from NGOs is regarded as an advantage for JICA when it formulates aid policies and programs.
- Some NGOs representatives note that while JICA’s information and measures for security are of significant help, problems arise when only a short-term stay is allowed for security reasons. They argue that the requirement of applying for an official one-time passport every time they are sent to the recipient country may constitute an obstacle to the ongoing project. Attention may have to be paid to the notion that JICA’s security guidelines are considered impractical compared with those of other donors.

Specific points raised in presentations and discussions

Advantage (synergy) (●) / disadvantage (△)	Factors involved
<p><Comments from NGOs></p> <ul style="list-style-type: none"> ● : Various kinds of information from the JICA overseas offices and JICA’s networks proved useful (the initial JPP: Cambodia-PE; N/CEP/JPP: East Timor-PHC). ● : A comparative analysis of the NGO’s own projects with JICA projects, as well as associated exchanges of information, were an eye-opener and an encouragement for this NGO (the initial JPP: Bangladesh-Empowerment). △ : JICA’s guidelines on security management for NGO-JICA collaboration projects are too meticulous. Are they really feasible? (A discussion at the 48th meeting) ● : JICA’s support regarding security management was of much help (PROTECO: Afghanistan-NFE). △ : Problems arise when only a short-term stay is allowed for security reasons. The requirement of applying for an official one-time passport every time NGO staff are sent to the recipient country may constitute an obstacle to the ongoing project (PROTECO: Afghanistan-NFE). <p><Comments from JICA></p> <ul style="list-style-type: none"> △ : JICA could have been able to provide more support in relation to procurement and security information (N/CEP/JPP: East Timor-PHC). 	<p><Comments from NGOs></p> <ul style="list-style-type: none"> ● : The local JICA office provided various kinds of useful information (N/CEP/JPP: East Timor-PHC). ● : JOCV served as a mediator with local NGOs (the initial JPP: Bangladesh-RH).

2) Public relations

- Joint public relations produces synergistic effects – a major advantage for NGOs and JICA.
- Such an advantage can be enhanced if NGOs and JICA take more opportunities for public relations, and if JICA promotes in-house information sharing so that the outcomes and approaches of collaboration projects will be put to good use in other projects.

Specific points raised in presentations and discussions

Advantage (synergy) (●) / disadvantage (△)	Factors involved
<p><Comments from NGOs></p> <ul style="list-style-type: none"> ● : Collaboration with JICA’s public relations produced synergistic effects. (the initial JPP: Bangladesh-RH) △ : This NGO wished that JICA had been more proactive in public relations so that teaching materials and experience could be shared with other donors in other countries in the same sector for effective implementation of their projects. It also wished that JICA had placed more emphasis on the NGO’s activities in its public relations. (N/CEP/JPP: East Timor-PHC) <p><Comments from JICA></p> <ul style="list-style-type: none"> ● : Collaboration with JOICFP’s public relations produced synergistic effects. (the initial JPP: Bangladesh-RH) 	

(2) Project management arrangements and processes

1) Arrangements and processes of project formulation and design

- The tendency for dialogue between NGOs and JICA to often take considerable time so that both sides better understand each other’s approaches and design better projects is considered both an advantage and a disadvantage.

Specific points raised in presentations and discussions

Advantage (synergy) (●) / disadvantage (△)	Factors involved
<p><Comments from NGOs></p> <p>● : The common ground already existed for dialogue between the ODA implementing agencies and this NGO before the initial JPP was launched (the initial JPP: Bangladesh-Empowerment).</p> <p>● : Collaboration with JICA made it possible to jointly formulate a project while interviewing recipient government officials and local residents as early as the preparatory study phase. Before then, preparatory studies were contracted out to local NGOs (PROTECO: Mexico-M&C).</p> <p>△ / ● : This NGO had to wait quite a long time between project adoption and contract signing. This resulted in financial difficulties since activities during this suspended period had to be self-financed. Yet the personal networks, experience and information gained during such difficult times proved useful later on (N/CEP/JPP: East Timor-PHC).</p> <p>△ : Both JICA and this NGO restrained themselves out of consideration for each other (the initial JPP: Laos-Wheelchair).</p> <p><Comments from JICA></p> <p>△ / ● : The dialogue between JICA and this NGO took much time (the initial JPP: Laos-Wheelchair).</p> <p>● : Spending much time, however, meant that both sides succeeded in “discovering” the other’s strengths and designing a better project (the initial JPP: Laos-Wheelchair; the initial JPP: Cambodia-PE).</p>	<p><Comments from NGOs></p> <p>● : Collaboration with JICA provided opportunities to attend study meetings of experts in the recipient country and participate in the project formulation study (the initial JPP: Bangladesh-Empowerment).</p> <p>● : The practice of jointly following the project cycle of proposal, design, implementation, and evaluation is a distinctive feature of collaboration in Japan’s ODA-NGO collaboration (PROTECO: Mexico-M&C).</p>

2) Flexibility of project management

- Many NGOs felt that JICA’ accounting system was not flexible enough to facilitate NGO-JICA collaboration projects. Background: JICA has to meet strict accountability requirements as an ODA implementing agency, and its accounting system has been designed accordingly.
- In some cases, the JICA overseas offices concerned coped with changes to the project components and activities rather flexibly. An NGO representative noted that the project of her NGO made a shift in status from the CEP to the JPP rather smoothly thanks in large part to the fact that the JICA local office concerned completed well in advance the terminal evaluation of the project under the CEP. This suggests that much depends on to what extent JICA offices exercise their flexibility.
- While some disadvantages may decrease as NGOs and JICA pursue information sharing, others may require institutional improvements. At present, the competent departments at JICA Headquarters are in charge of contracting and reimbursement operations for the JPP. In line with the ongoing devolution process, however, JICA overseas offices may need to take over such operations as project monitoring and reimbursement checking. This would lessen some of the disadvantages at issue. The idea of allowing for quarterly reporting and reimbursement reporting in English deserves consideration.
- Some NGO representatives note that the Project Design Matrix (PDM), which is required for PROTECO as a tool for project design, management and evaluation, should allow some leeway so that it can cope with such cases that call for changes to the way aid is delivered due to a change of scene. JICA should consider this suggestion in the context of how to cope with the Process Approach.

Specific points raised in presentations and discussions

Advantage (synergy) (●) / disadvantage (△)	Factors involved
<p><Comments from NGOs></p> <p>△ : This NGO wished JICA had exercised more operational flexibility to allow fund additions and diversions (the initial JPP: Laos-Wheelchair).</p> <p>● : Many of the “disadvantages” will decrease as NGOs and JICA pursue information sharing well in advance (the initial JPP: Laos-Wheelchair).</p> <p>△ : This NGO was not allowed to change the project period during the transition to a new scheme, putting the project under time pressure (the initial JPP: Cambodia-PE).</p> <p>△ : JICA overseas offices should take charge of reimbursement operations. Or at least NGOs should be allowed to check reimbursements in the recipient countries (the initial JPP: Cambodia-PE).</p> <p>△ : Preparing the quarterly reports and reimbursement reports by the deadlines was no easy task. For example, the nearest copier was one-hour away by the only available means of transportation (JGPP/the initial JPP: Tanzania-HIV/AIDS).</p> <p>△ : The project manager should preferably be allowed to mobilize funds, assign staff, and determine project details at his or her discretion (PROTECO: Afghanistan-NFE).</p> <p>△ : It was extremely difficult to modify the framework that had been established according to PDM in the cases where the situation changed. This NGO regretted having determined even the way aid was delivered according to PDM. (A discussion at the 51st meeting)</p> <p><Comments from JICA></p> <p>● : JICA accommodated the changes to the project components and activities according to the local needs (the initial JPP: Bangladesh-RH).</p>	<p><Comments from NGOs></p> <p>△ : JICA’s criteria for approving or disapproving the way the funds were spent were unclear (the initial JPP: Laos-Wheelchair).</p> <p>△ : The framework of PDM is necessary, but it is not supposed to dictate how the aid is delivered; it should allow some leeway for revision. (A discussion at the 51st meeting)</p> <p><Comments from JICA></p> <p>● : The JICA local office was able to deal with some matters related to NGO-JICA collaboration projects (the initial JPP: Bangladesh-RH).</p>

(3) Mutual understanding and institutional capacity building

- Most NGO representatives have admitted that learning the JICA approach to planning, implementation and evaluation administration helped with institutional capacity building in their NGOs. Many of them also stated that JICA’s negotiating capacity and drafting skills were of great help in preparatory studies and on other occasions.
- JICA benefited from gaining important clues as to the appropriate directions for ODA in the sectors concerned. For example, it reflected some of the field-based information from NGOs in the respective JICA Country Programs. In addition, NGO input of their own provided fresh prospects after project completion.
- Some NGO representatives wanted more involvement and input from JICA regarding project details. Others were more cautious about such involvement, saying that it would be a major disadvantage if NGO-JICA collaboration undermined the identity and independence of NGOs. A major institutional advantage may lie in sharing knowledge gained from the activities of both the NGOs and JICA and interacting with the networks of each other as independent entities.
- Some NGO representatives stated that increased interaction with JICA officials and experts reduced their “allergy” to JICA or ODA (“prejudice” may be meant here). It may be necessary to enhance this advantage – closing the gap in perception between NGOs and JICA.

Specific points raised in presentations and discussions

〈Comments from NGOs〉

- : Interaction with ODA was an eye-opener and an encouragement. Our prejudice against JICA was reduced (the initial JPP: Bangladesh-Empowerment).
- △ : Will the identify and independence of our NGO be guaranteed in the future? (the initial JPP: Bangladesh-Empowerment)
- : Collaboration with JICA supported the institutional capacity building for this NGO in the form of the establishment of a monitoring system and the implementation of intermediate evaluations (the initial JPP: Cambodia-PE).
- : Dialogue on sustainability with JICA made the project under the Development Partnership Program the best practice within this NGO (the initial JPP: Laos-Wheelchair).
- : JICA's drafting skills and negotiating capacity were of much help (PROTECO: Mexico-M&C).

Chapter 3 Features of the Activities of Both NGOs and JICA and the Value of Collaboration

This chapter identifies the features of the activities of both NGOs and JICA and their potential synergy from three different perspectives: (i) philosophies and approaches in cooperation activities; (ii) methodologies of cooperation activities; and (iii) accumulated information, experience, and expertise; and personal and organizational networks – based on the information gained from case study presentations and subsequent exchange of opinions. Based on the results of this identification, the chapter assesses the value of a NGO-JICA collaboration that make full use of the synergistic effects of each other's strengths.

3-1 Philosophies and approaches in project implementation

- NGOs tend to focus on projects that directly benefit or influence local communities and poor populations. For this reason, NGOs are generally better at collecting information and organizing local residents. However, many of them feel that they are weak in ensuring that the outcomes of their activities have an impact on policymaking at the central government level.
- As a major agency that implements government-to-government cooperation based on international agreements, JICA has both experience and personal and organizational networks at various levels, ranging from central government policymaking to local government capacity development. JICA's involvement at the community level is generally focused on pilot or demonstration projects. JICA usually tries to replicate the successful outcomes of such projects in other areas over the medium- to long-term.
- The knowledge and experience of NGOs and JICA have the potential to achieve synergy to create a complex effect in which the top-down approach (from government authorities) and the bottom-up approach (from the communities) are successfully combined. There is huge potential synergy to be created if the outcomes of activities, such as organizing residents, together with field-based information, is to be inputted into sector policies by using networks of JICA experts and other parties. Such synergy is also to be found in ensuring that the services provided through collaboration projects will be retained by the local authorities. Such an approach, or the Complex Approach, may be possible with an NGO or JICA acting alone. Even in this case, however, it is important that NGOs and JICA should be mindful of their respective potential for complementarity, especially at the local government level.
- Attention should also be paid to the value of synergy between NGOs and JICA in formulating a JICA Country Program in the recipient country concerned; since sharing information and knowledge at the field level can play a part in designing such cooperation programs that accommodate local needs and realities.

Specific points raised in presentations and discussions¹¹

<p>Features of NGOs</p>	<ul style="list-style-type: none"> • The comparative advantages of NGOs include changes in behavior and activities among community residents, direct benefits to communities, and cross-sectoral approaches. (the initial JPP: Bangladesh-RH) [NGO] • Empowerment of the poor. (the initial JPP: Bangladesh-Empowerment) [NGO] • Information gathering from the residents; organizing of residents. (JGPP/the initial JPP: Tanzania-HIV/AIDS) [NGO] • It is important to plan the projects manageable by the local counterparts. (the initial JPP: Laos-Wheelchair) [NGO] • Mobilization of local resources and the use of existing mechanisms. (many NGO projects) [NGO] • NGOs and the government have cooperated and worked on projects in a few cases. This suggests that there may be room for NGOs to do more to exercise their strengths (in working together with the government). (TCP: Jordan-WID) [NGO]
<p>Features of JICA</p>	<ul style="list-style-type: none"> • Government-to-government cooperation based on international agreements; support for self-help efforts through human resources development. (An additional point raised by IFIC) [JICA] • Approaches from the government level. (the initial JPP: Laos-Wheelchair; and many others) [JICA] [NGO] • Approaches to various levels, ranging from central government policymaking to local government capacity development. (TCP: Tanzania-Morogoro) [JICA] • The capacity to approach both the government sector and communities. (the initial JPP: Bangladesh-Empowerment) [JICA] • Innovative mechanisms, seeking the application of successful pilot projects and systems to other areas with a concern for the medium- to long-term development of projects, are often created (e.g. the Link Model in Bangladesh-PRDP, the facilitator system in Jordan-WID, the Spider’s Web Evaluation Model on the capacity development process for basic management for local administration in Tanzania. (Tanzania-Morogoro) (additional points raised by IFIC) [JICA]
<p>Potential synergy</p>	<ul style="list-style-type: none"> • The possible synergy brought by taking Complex Approach that integrates the approach of government authorities with that of communities (TCP: Bangladesh-PRDP) [JICA] • NGO-JICA collaboration may become more important when JICA conducts activities at the regional administrative level and higher, while NGOs work on the district level down to the village and community levels. (JGPP/the initial JPP: Tanzania-HIV/AIDS) [NGO] • NGO activities have a weak impact on policy improvement. Yet, it may be possible to improve health sector policies if the NGO-JICA collaboration project can capitalize on the strengths of this NGO, including information gathering from the bottom and organizing of residents. (JGPP/the initial JPP: Tanzania-HIV/AIDS) [NGO] • Activities are needed at the intermediate level that would connect JICA activities at the national level or in the capital city and NGO activities at the district and village levels. (A discussion following the presentation of two case studies in Tanzania) [NGO]

¹¹ The parentheses at the end of each point denote the case regarding which that point was raised by one or more of the case study presenters or case study members. [NGO] after the parentheses shows that the presenter/member belongs to an NGO. Likewise, [JICA] indicates that the presenter/member belongs to JICA. These rules apply to all tables in Chapters 3 and 4.

3-2 Methodologies of project implementation

- NGOs excel in their responsiveness due in large part to the fact that they do not require an international agreement for their activities. Taking advantage of this, NGOs can conduct their activities and provide emergency responses, especially in cases such as those in the reconstruction phase, when the full-fledged deployment of government-government projects is difficult. It may be important for JICA to complement these civil activities with an optimal portfolio of its varied schemes, especially when there are unexpected situations standing in their way.
- NGOs generally embrace the Process Approach, which involves engagement and dialogue with communities, and learning from errors, among other features. JICA, on the other hand, emphasizes results-based management. JICA thus calls for clearly defined performance indicators. JICA also requires project management according to the logical framework called Project Design Matrix (PDM). This requirement also applies to PROTECO. In this context, PDM should be designed to allow some leeway or operational flexibility so that there is room for NGOs to adjust the original methodology to deal with any changes as the project is in progress. This is important to achieving greater synergy from these two different approaches of NGOs and JICA.
- Regarding human resource development, one of JICA's fields of expertise includes things such as changing awareness and behavior, which are emphasized by NGOs which is also an important process toward achieving goals. In this sense, incorporating qualitative indicators into PDMs of NGO-JICA collaboration projects is a specific attempt at generating potential synergy among others.
- A point has been made that a major challenge for grassroots-type projects is how to build a mechanism for ensuring project sustainability without resorting to financial incentives. In this respect, it was suggested that NGOs and JICA should try to complement each other, accumulate knowledge in the process, and disseminate it. Such knowledge would provide an important source of suggestions for other donors and NGOs in other countries.

Specific points raised in presentations and discussions

Responsiveness

Features of NGOs	<ul style="list-style-type: none"> This NGO conducted semi-emergency response activities in the early stages of the reconstruction phase. (N/CEP/JPP: East Timor-PHC) [NGO] NGOs can play important roles in reconstruction assistance until government administrative functions return to normal. This NGO took advantage of its own networks in procuring supplies and on other occasions. (N/CEP/JPP: East Timor-PHC) [NGO]
Features of JICA	<ul style="list-style-type: none"> JICA made a timely response to the need for equipment that had arisen due to the withdrawal of foreign NGOs after the health ministry changed its policies. (N/CEP/JPP: East Timor-PHC) [JICA]
Potential synergy	<ul style="list-style-type: none"> Collaboration with NGOs allows JICA to start activities as early as the reconstruction phase, when it is impossible to conclude an international agreement. (N/CEP/JPP: East Timor-PHC) [JICA]

The process approach and results-based management

Features of NGOs	<ul style="list-style-type: none"> This NGO embraces the “process of communicating, thinking, and learning from errors in the field with local partners.” (PROTECO: Afghanistan-NFE) [NGO] Flexibility and high cost-effectiveness. (51st meeting) [NGO]
Features of JICA	<ul style="list-style-type: none"> The monitoring and evaluation system for cooperation projects is based on Project Cycle Management (PCM). (PROTECO: Mexico-M&C; and others) [NGO] Negotiation skills and drafting skills (the initial JPP: Laos-Wheelchair; and many others) [NGO]
Potential synergy	<ul style="list-style-type: none"> This unification of both features of NGOs and JICA cited above is a huge source of potential synergy. (PROTECO: Mexico-M&C) [NGO] Although it is necessary to establish a framework for cooperation projects, it is also important to allow some leeway for modifications to cope with any changes in the original setting. (51st meeting) It is necessary to facilitate the incorporation of qualitative indicators, including changes in awareness and behavior, into PDM. (An additional point raised by IFIC after the meeting) [JICA]

Sustainability of activities

Potential synergy	<ul style="list-style-type: none"> The key to sustaining service delivery in areas where public services are not adequately available is how local residents, community leaders and volunteers can be mobilized and organized and how non-financial incentives can be enhanced. NGOs can work with JICA, for example, in the form of complementing JICA activities from the standpoint of community organizations. If NGOs and JICA jointly disseminate knowledge and experience that have been accumulated in such collaboration processes, this would provide an important source of suggestions for other donors and NGOs in other countries. (TCP: Jordan-WID) [NGO]
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3-3 Accumulated information, experience and expertise; personal and organizational networks

- Experience and knowledge accumulated through a long history of field-based activities are a major advantage of NGOs. JICA, on the other hand, has vast knowledge of national policies and assistance trends, as well as large networks of scholars and experts.
- Proactive efforts to support information sharing and interaction of the networks of NGOs and JICA may help both sides to expand their knowledge and broaden project implication.

Specific points raised in presentations and discussions

Features of NGOs	<ul style="list-style-type: none"> • With a long history of activities, NGOs have established relationships of trust with local people and accumulated both human resources with a strong commitment to communities and information on local organizations. (the initial JPP: Bangladesh-Empowerment; and many others) [NGO] [JICA] • With a long history of activities, NGOs have accumulated experience in approaches to community development. For example, this NGO has successfully promoted community participation in school education through its support for traditional music bands and rice banks, both of which have no direct bearing on such education. (the initial JPP: Cambodia-PE) [NGO] • NGOs that have already established a foothold in the area in question prove effective. (N/CEP/JPP: East Timor-PHC)
Features of JICA	<ul style="list-style-type: none"> • JICA is well informed of sector policies and assistance trends. (the initial JPP: Cambodia-PE; and many others) [NGO] [JICA] • JICA successfully took advantage of the results of area studies by a Japanese university. (TCP: Bangladesh-PRDP) [JICA] • JICA has ample human resources that can act as mediators, including JICA experts and JOCVs. (TCP: Jordan-WID) [JICA]
Potential synergy	<ul style="list-style-type: none"> • Synergy may be achieved when JICA makes good use of the accumulated resources of NGOs, including human resources with a strong commitment to communities and information on local organizations, and when NGOs interact with JICA staff, experts and JOCVs in related technical fields. (the initial JPP: Cambodia-PE; the initial JPP: Bangladesh-RH; the initial JPP: Bangladesh-Empowerment; and others) [NGO] [JICA] • JICA could have done more to provide logistical support in relation to procurement and security arrangements. (N/CEP/JPP: East Timor-PHC) [JICA] • It would have been better if the bottom-up information accumulated by this NGO had been officially shared and provided as input to the local authorities. That could have been done if JICA had shown more commitment in the form of attendance of JICA project personnel at the regular meeting of the NGO's local steering committee, involvement of JICA's policy advisors to the health ministry in this committee, and attendance of JICA staff and experts at the NGO's operational reporting sessions. (JGPP/the initial JPP: Tanzania-HIV/AIDS) [NGO] • JICA wishes to serve as a bridge between NGOs and the local authorities, and to promote the sharing of information and experience regarding good practice of the NGOs, as well as mutual visits to each other's project sites. (TCP: Tanzania-Morogoro) [JICA]

3-4 Value of NGO-JICA collaboration in development cooperation

NGOs generally try to directly benefit or influence local communities and poor populations in a long-term commitment by taking advantage of local resources and existing mechanisms. JICA, on the other hand, involves itself at various levels, ranging from the central government to local authorities. JICA's activities at the community level are often aimed at creating new model frameworks that could be applied in other areas from a medium- to long-term perspective. The knowledge and experience of NGOs and JICA have the potential to achieve complex synergy when top-down approaches that JICA takes (from government authorities) and bottom-up approaches that NGOs take (from communities) are successfully combined.

The value of collaboration between JICA and NGOs can be found not only in project implementation, but also upstream in assistance policy formulation. More specifically, JICA can work with NGOs in formulating the JICA Country Programs and selecting priority sectors for assistance in the recipient

country. Discussing with potential partner NGOs and taking advantage of their knowledge and input is beneficial in that different perspectives from the field can be incorporated.

Some JICA representatives have noted that the individual perspectives of NGOs were useful also in the project formulation and policy formation phases, especially in identifying development needs and considering assistance approaches. It is important to pursue an optimal form of collaboration in each field that makes good use of the individual field-based information, ideas and experiences unique to the NGOs. It should be noted that collaboration between NGOs and JICA by combining the respective projects after their respective project has been formed is difficult as it involves changes to the project purposes and planned outputs. This points to the need for taking more opportunities to explore the possibility and form of collaboration and its methodologies from the project formulation phase onward.

NGOs generally feel some dissatisfaction with JICA's inadequate input or involvement in the project implementation phase. Many others say that the sharing of information and knowledge through JICA experts and JOCVs is beneficial to them. Some JICA representatives point out the benefit of being able to obtain on-site information from NGOs as well. At any rate, the advantages of collaboration will be enhanced when NGOs and JICA take more opportunities to share knowledge among their respective networks and exchange views in their respective decision-making processes.

Specific points raised in presentations and discussions

- Some problems might have been solved if JICA overseas office had selected health care as a priority sector to be emphasized strategically and consulted with its partner NGO and actively supported the central government. (N/CEP/JPP: East Timor-PHC) [JICA]
- It is difficult to achieve collaboration with JICA when NGO and JICA have their separate projects that have already been established with different scopes. This highlights the importance of working together from the project formulation phase. JICA should take advantage of the strengths of NGOs and their experience in the existing projects, including lessons learned, to relaunch them as JICA projects where appropriate. (A discussion following the presentation of two case studies of Tanzania) [NGO]
- NGOs provided unique perspectives in identifying development needs. (Such perspectives allowed JICA to take a fresh look at some of the needs that had traditionally been unnoticed or given low priority. (the initial JPP: Laos-Wheelchair; and others)) [JICA]
- NGOs' perspectives and experience allowed JICA to take approaches that it could not have imagined or taken account of. These approaches proved effective, especially in promoting project development and sustainability (e.g., the wheelchair purchase and donation system in the initial JPP: Laos-Wheelchair; the use of traditional music in the initial JPP: Cambodia-PE) [JICA]
- If collaboration is only in terms of money, then the collaboration framework should be much simpler. (the initial JPP: Bangladesh-Empowerment) [NGO]
- Is JICA really eager to work with NGOs? JICA's cooperativeness was insufficient, and it did not even provide any comments on the selection of a project site. Is ironing out differences not an important process? (the initial JPP: Bangladesh-Empowerment) [NGO]
- This NGO wished that the staff at JICA overseas office visited the project site more often and provided comments and advice on the project. (N/CEP/JPP: East Timor-PHC) [NGO]
- This NGO highly evaluates the JICA's capacity to interview and negotiate with recipient government officials and local people in the preparatory study, as well as the joint process of project formulation. (PROTECO: Mexico-M&C) [NGO]
- The NGO felt some dissatisfaction with the low involvement of JICA overseas offices in project details. (the initial JPP: Bangladesh-Empowerment; N/CEP/JPP: East Timor-PHC; and others) [NGO]

Chapter 4 Main Issues Identified on the Basis of Case Studies for Better Collaboration in Development Cooperation

This chapter tries to put the discussions on NGO-JICA collaboration in development cooperation into a broader perspective, by reviewing the topics in Chapters 2 and 3. Specifically, this will be considered through six different angles: (i) output target setting and performance; (ii) pursuing the sustainability of the outcomes; (iii) prospects after project completion; (iv) perspectives for evaluation; (v) the project management framework; and (vi) the cost structure of cooperation projects and the role of experts from Japan. Following this, focused issues for each angle will be identified. Based on these issues, this chapter draws lessons for better NGO-JICA collaboration and identifies the opportunities for institutional and operational improvements. These lessons and opportunities provide important hints for the recommendations to be put forward in the closing chapter.

4-1 Output target setting and performance

(1) Setting Output targets and performance

The case studies presented to this Study Group include three of JICA's grassroots projects under the scheme entitled the Technical Cooperation Projects. All of these projects are designed to introduce a model framework on an experimental basis, verify its effectiveness, and explore whether the application of its effectiveness to other projects is also verified. In two of the three projects, Bangladesh-PRDP and Jordan-WID, activities at the community level make up the dominant or significant part of the project. Yet these projects contain the government sector of the recipient countries; one project has selected a government body in charge of technical service as its counterpart, and the other project involves public service systems. The remaining project of the three, the Tanzania-Morogoro project, explicitly targets local governments in line with the ongoing process of decentralization. The output targets of the three projects put focus on revolving around developing the capacity of the counterparts and putting the proposed frameworks in place. The wider implications, such as changes of the awareness and behavior of local people and communities and socioeconomic impacts, are generally given low priority; the logic here is that such implications stem from a series of processes of building up the framework, assessing its usefulness, and ensuring that it takes root and spreads. Because these kinds of projects are oriented towards developing model frameworks and institution building, their performance is measured in terms of such criteria as the usefulness and recognition of the model, and the establishment of a self evaluation model to measure the administrative management capacity. It is worth adding that Bangladesh-PRDP and Tanzania-Morogoro still contain the issues of how to evaluate two types of transformation of rural villages, i.e., the endogenous transformation and the transformation as a result of local government intervention, and what indicators and methods should be established.

NGO-JICA collaboration projects, on the other hand, emphasize strengthening the capacity of local counterparts, community empowerment, and behavior changes among local people as direct outcomes. Such projects try to achieve these outcomes by taking advantage of existing local frameworks. Activities

Table 4-1 Comparison of methods for setting project purposes and measuring the achievements of the cases presented

Project name	Partnership Development partnership participatory rural development project through empowerment of the poor and the linkage with local public resources Bangladesh-empowerment)
Project purpose	Empowerment of the poor in target unions in Ishwarganj upazilla is realized
Targets for reaching the above purpose and achievements (→ indicates achievements)	<ul style="list-style-type: none"> - The abilities of poor people in targeted areas are improved (→ adult literacy education, public health education, group management capacity building, establishing management and maintenance framework for small-scale sanitary latrines by the residents) - Basic public services are provided (→ training for midwives, holding of supplementary lessons, enhancement of liaison with upazilla and union officials in charge of development, distribution of tools for the establishment of wells with hand pumps and small-scale sanitary latrines, assistance to obtaining public administration services (vaccination for cows, agricultural guidance, textbooks, aquaculture) by trained residents' groups - Opportunities for economic improvement were increased(→ provision of micro credit for income increase, technical training, small-scale infrastructure improvement)
State of achievement	<ul style="list-style-type: none"> - The ability improved through literacy education and training based on Samity development - Maintenance cost of hand pump wells and small-scale latrines are paid by the residents and the facilities are utilized - The number of referrals at the time of abnormal child delivery increased due to training for midwives - Public administrative services are provided and residents' access to such services was improved - As micro credit including technical training was introduced, and some Samity came to make a profit utilizing group savings
Type and scale of beneficiaries	- the poor residents of the target Samities: approx. 7,000 households
Measurement method of impacts on beneficiaries	- 5 criteria for DAC (Development Assistance Committee) evaluation at the end and evaluations from a perspective of implementation process
Project name	JICA Technical cooperation project Bangladesh participatory rural development administration
Project purpose	The "Link model" will be regarded as one of major rural development approaches by Bangladeshi government
Targets for reaching the above purpose and achievements (→ indicates achievements)	<ul style="list-style-type: none"> - Improvement of the project management system (→ establishment of project management committee, regular meetings with counterparts, implementation of staff training) - Training of administrative officials in charge of coordination in Union Coordination Committee (UCC) (→ clarification of UDO project and improvement of the project manual) - Enhancement of liaison among villages/hamlets, local administration and upazilla centered on UCC (→ formation of UCC and maintenance of its functions, holding of UCC meetings, construction of Union Development Center or maintenance of its functions) - Securing of rural residents' participation to development process with the Village Development Committee (VDC) meeting as its center (→ formation of Village Development Committee (VDC) meeting, formulation and implementation of a small scale infrastructure project plan, and assistance to information disclosure through bulletin board)

Targets for reaching the above purpose and achievements (→ indicates achievements)	<ul style="list-style-type: none"> - Dissemination of information on effectiveness of the link model (→ holding of study fora and seminars, improvement of media including pamphlet, manual guideline, etc., creation of link model manual) - Establishment of assistance system for Union development activities inside BRDB (Bangladesh Rural Development Bureau (→ indirect assistance to establishment of link model promotion organization in BRDB))
State of achievement	<ul style="list-style-type: none"> - Usefulness of the link model was verified. The link model came to be applied in some other sites - An organization to promote the link model was established in BRDB - NBD dissemination service came to be widely known as development resource by UCC-VC link - Communication was established between public administration and residents by providing assistance to both, interaction between them improved, and administrative services responding to the residents' needs through these interaction was provided - As a result of continuously talking to stakeholders until they recognize the effectiveness of UCC-VC collaboration framework, changes in the attitudes and behavior of residents and stakeholders were seen without giving financial incentives. - The creation of link model manual was completed
Type and scale of beneficiaries	<ul style="list-style-type: none"> - Direct beneficiaries: UDO, UCC, VC members, BRDB officials, participants to seminar on the link model (held 11 times, 30 participants on average each time), and participants of training by Japan-side in targeted unions (2 places in the beginning, 4 places after the mid-term evaluation) - Final beneficiaries: residents of the targeted unions
Measurement method of impacts on beneficiaries	<ul style="list-style-type: none"> - Evaluation workshop using PCM method, evaluation of the 5 criteria for DAC evaluation, and evaluation from a perspective of implementation process - Implementation of a joint assessment by Bangladesh and JICA at the terminal evaluation period
Project name	Independent / partnership community empowerment / grassroots East Timor PHC and Ermera district primary health care project
Project purpose	<p>PHC: Primary health care is to be carried out at grassroots level with the initiative taken by the community</p> <p>Health education: Residents of Ermera district will get knowledge to keep their own health and take actions for it. A system in which public health education is carried out effectively will be established.</p>
Targets for reaching the above purpose and achievements (→ indicates achievements)	<p>PHC:</p> <ul style="list-style-type: none"> i) functions of Ermera district public health center and Estado health post are improved (→ renovation of four places including the health center and improvement of technical and management skills of staff at public health centers in Ermera district) ii) Awareness of prevention against diseases is raised among people in the community (→ community was not yet well formed, thus the activity was suspended) iii) (→ JICA responded to the emergency needs of district bureau of health to get an ambulance as a temporary measure to take) <p>Health education:</p> <ul style="list-style-type: none"> i) Health education promotion center becomes a base for the district's public health education (→ establishment of the facility; also used as an office of SHARE) ii) Direct beneficiaries are able to provide effective health education to the community residents. The whole community can tackle public health issues + iii) Promotion of and support for planning/implementation of prevention activities against diseases by the local health care staff → (modified) implementation of planning/preparation/implementation/follow up activities of TOT. iii) (modified) human resource development of SHARE local staff iv) (modified) construction of cooperative relationships among various organizations with the District bureau of health as the main body.

<p>State of achievement</p>	<p>PHC: - Skills of public health staff (1 doctor, 1 midwife, 1 local representative, 1 staff in charge of community activities, 1 staff in charge of the project) at health centers and health posts in Ermera district improved through small-scale lectures and OJT - Logistics were reinforced (provision of an ambulance) - Assisted traveling clinic and disease prevention activities by regional health centers Health education (under implementation): - Activities of the center started. Among the activities were: establishment of the center by renovating the existing facility and reconstruction of the library and creation of leaflets - By carrying out TOT targeting on public health staff, the improved participants' knowledge on health was confirmed from the results of pre-/post test. Qualitative effects were also found in that human network extended and relationships among the organizations were strengthened. - TOT implementation raised the widespread recognition of health education promotion activities, so that staff of other organizations introduced by the Ministry of Health came to visit the project site. - Technical transfer was carried out through OJT provided mainly to SHARE local staff, so that all stages of planning, preparation, implementation, and follow-up activities of TOT can be implemented by themselves. One local staff was assigned as an official in charge in each of four pilot communities, and they conducted surveys on the behavior of community people for the purpose of providing health education. The local staff was provided with training by short-term expert lecturers and SHARE.</p>
<p>Type and scale of beneficiaries</p>	<p>PHC: - Final beneficiaries: residents of Ermera sub-district of Ermera district (approx. 30,000 persons) Health education: - Direct beneficiaries: 300 - 400 persons (primary school teachers, public health staff, and community leaders who participate to TOT) - Final beneficiaries: 93,000 persons (residents of 5 sub-districts in Ermera district)</p>
<p>Measurement method of impacts on beneficiaries</p>	<p>PHC: - Self-assessment in activity report at the end of the project - Assistance activities for Renovation of public medical facilities, improvement of the skills of staff at the health center in Ermera region, reinforcement of logistics by providing an ambulance, traveling clinic, diseases prevention activities, and other assistance activities were carried out. Flexibility in activities were allowed depending on the local needs partly because it was under special circumstances and of reconstruction assistance. Health education (under implementation): - Achievement evaluation by pre- and post test in TOT</p>
<p>Project name</p>	<p>JICA Technical Cooperation Jordan WID</p>
<p>Project purpose</p>	<p>Family planning practices increased in 6 main target regions and 3 follow-up regions in Karak governorate</p>
<p>Targets for reaching the above purpose and achievements (→ indicates achievements)</p>	<p>- Capacity building of CSTs, facilitators, LCCs, and LACs (→ training of 26 CST members and 16 facilitators, improvement of management skills for LCCs and LACs by implementation of income generating activities) - Increase in positive social attitude toward females and family planning (→ workshops such as participatory enter-educate programs; household visits by CSTs or facilitators) - Strengthening of services provided by the Ministry of Health concerning mothers and children, RH and family planning sectors. (→ training targeting medical workers through MCH, CST development) -Self-empowerment and improvement of social position of women through their participation to economic activities. (→ implementation of loan program by goat raising and beekeeping)</p>

Targets for reaching the above purpose and achievements (→ indicates achievements)	<ul style="list-style-type: none"> - Implementation of monitoring (→ conducting surveys on various indices targeted on workshop participants) - Capacity development of the counterpart (capacity development through the above activities)
State of achievement	<ul style="list-style-type: none"> - Rate of practicing modern birth control exceeded the national average rate according to the results of questionnaire surveys on the workshop participants at the end of the project. (55% compared to the national average of 33%) However, there is no significant gap in the governorate level averages. - Female gained empowerment through income generating activities (improvement in confidence and participation rate to the decision making process in the family) - Changes were seen in attitudes/behaviors of the community residents (qualitative): family planning and gender issues came to be popular topics among people through finding/developing community resources and construction of channels for enlightenment and popularization activities. increase in the number of community activities, rise in willingness in family planning practice among community residents, expansion of opportunities for women who participated in the project to gain exposure to the society. - A framework for family planning project model was indicated, and understanding of the project from the central government was obtained. (Later, the similar project implementation in the south region was requested.)
Type and scale of beneficiaries	<ul style="list-style-type: none"> - Project stakeholders: facilitators (7 males, 16 females) and CSTs (26 members) - Beneficiaries of the project: IEC program participants, training participants at MCH center, and participants of income generating activities (approx. 160 persons) - Final beneficiaries: married women in reproductive ages and their spouses in the project targeted regions (approx. 50,000 persons)
Measurement method of impacts on beneficiaries	<ul style="list-style-type: none"> - Questionnaire survey on workshop participants at the end of the project, evaluation of the 5 criteria for DAC evaluation and evaluation from a perspective of the implementation process
Project name	Partnership Small scale development partnership/development partnership program Tanzania HIV/AIDS
Project purpose	The levels of knowledge on and skills for treating HIV/AIDS and other sexually transmitted diseases among health service providers will be raised, and the systems providing enlightenment education for residents and care for infected patients will be improved
Targets for reaching the above purpose and achievements (→ indicates achievements)	<ul style="list-style-type: none"> - Clarification of residents' needs through information collection (→ decision on activity contents that respond to the needs through questionnaire surveys, and focus group discussion.) - Improvement in health service providers' knowledge on prevention from sexually transmitted diseases (→ implementation of training for staff at public health center) - Enlightenment education targeting groups of people with a high risk of infection, and establishment of counseling system (→ training for community counselors, provision of training for sex workers) - Establishment of counseling system for HIV carriers and their families (→ training for community counselors, establishment of a counseling room) - Reinforcement of care service system for patients with sexually transmitted diseases (→ training for staff at public health center and health center)
State of achievement	<ul style="list-style-type: none"> - Quantitative: methods for creating various indices based on questionnaire surveys improved (behavioral changes as a result of improvements in the level of knowledge on and recognition of HIV/AIDS)

State of achievement	- Qualitative: In the beginning, actors individually carried out their own activities. A committee to discuss and decide monthly activities was formulated, so that a framework that enabled their activities to continue without external actors was constructed. The committee consisted of representatives of each village's actors (two representatives from each of the 6 actors; peer educators, volunteer counselors, elementary school leaders, traditional midwives, conjurators, and the youth).
Type and scale of beneficiaries	- Medical workers, public health volunteers, school teachers, community leaders, traditional midwives, conjurators, religious leaders, the youth, and general residents in targeted districts (approx. 20,000 persons)
Measurement method of impacts on beneficiaries	- Basic investigation at the project commencement: quantitative and qualitative surveys by distributing survey sheets to 1,200 persons - Evaluation at the end of the project: questionnaire surveys on 600 persons; qualitative investigation through discussion among focus groups (7 groups of at least 8 members)
Project name	JICA Technical Cooperation Tanzania Morogoro Region
Project purpose	the operation and management capacity of Morogoro RHMT and CHMT in accordance with the health sector reform and the local government reform will be improved
Targets for reaching the above purpose and achievements (→ indicates achievements)	- management system for public health information is improved (public health and medical data) (→ training on maintenance and utilization skills of computer/communication equipment, data management method training, creation of feed-back system of public health and medical data were implemented) - Sharing of experiences/information on public health services between RHMT and CHMT and between Morogoro region and other regions was done (management capacity development by information feed-back and advocacy through media (newsletters), mutual visits between RHMT and CHMT and regular joint meetings, and sharing of activity schedules inside the region) - Planning/implementation/monitoring/evaluation by RHMT/CHMT is improved (→ through training for administrative officials and exit survey at medical facilities) *achievements indicated are those at the mid-term evaluation
State of achievement	(Currently under implementation) - As qualitative indices for administrative capacity are mainly used as outputs, how the outputs can be indicated qualitatively is a challenge. Hexagon-spider-web-diagram can be used for not only checking various capacity indices and evaluating achievement but also for the counterparts to recognize their own challenges. - The investigation on competency was implemented through questionnaire surveys targeting workshop participants at the mid-term evaluation stage. Setting up 8 categories for the abilities required for public health workers, quantitative evaluation was conducted. As a result, one rank rise in 5-level ratings of competency was found in total. Improvement of capacity of the respondents to the questionnaire survey was confirmed. (24 CHMT members responded to the survey)
Type and scale of beneficiaries	- Administrative officials in charge of Morogoro RHMT and CHMT - Participants of the training provided in Japan (13 trainees by October 2003) - Final beneficiaries: residents of Morogoro region (approx. 1,760,000 persons)
Measurement method of impacts on beneficiaries	- In order to objectively evaluate the improvement of management capacity, a mapping method for self-evaluation in a participatory workshop (Hexagon-spider-web-diagram) was introduced. - Evaluation workshop adopting PCM method, evaluation in the 5 criteria for DAC evaluation through interviews, and evaluation from a perspective of implementation process, etc. - As public health services were not directly provided in the project, the appropriateness of including public health indices in the evaluation requires further consideration. - Improvement in final beneficiaries' indices should accompany the achievement of above goals, thus measurement and achievement at the end of the project are not planned.

Source: made by Kondo and Kuwajima based on various reports and publicized materials

thus are centered around making direct approaches to the beneficiaries and training facilitators. East Timor-PHC started out with the reconstruction of health facilities, improving the skills of the health care staff, and raising awareness among the community people regarding health. Efforts to make approaches to the community failed to achieve the expected results, however, due in part to the inadequate social infrastructure for communities in the wake of the national reconstruction and over-dependency of the communities on external assistance. The second phase of the project, which focused on health education, was originally designed to support the technical training for nurses and midwives. In the face of the new policy of the East Timorese government to separate ODA and NGOs, the project shifted its focus to the training of health educators who provided health education to the community. Specifically, it developed and implemented training programs for such educators. This provides a good example of flexibly in coping with the rapidly changing situations in the post-reconstruction setting.

(2) Selecting the beneficiaries and measuring the impact

The three JICA technical cooperation projects mentioned above were designed based on the double-standardized concept; the ultimate beneficiaries are the whole population of a province or district, and the direct beneficiaries are the counterparts and other stakeholders. As discussed in the preceding subsection, this kind of projects tend to consider that the beneficial effects on the wider population base will manifest themselves as the proposed framework takes root and the counterparts increase their capacity which may not happen during the project period. It is seen that such effects will further increase when the Overall Goal in PDM is achieved. For this reason, improvements in the situations of the ultimate beneficiaries may not be within the scope of the expected outcomes. In some cases, such improvements are not even subject to measurement upon project completion (e.g., Tanzania-Morogoro).

The project impact on the direct beneficiaries is generally measured within the established framework, as exemplified by the PCM method and the Five items Criteria for evaluation at intermediate and terminal evaluations. Actual measurement is made using a variety of means, including questionnaires and interviews.

In the Jordan-WID project, quantitative measurement of the project impact by means of a questionnaire survey answered by workshop participants as part of the terminal evaluation showed no signs of a significant improvement in reproductive health indicators according to the governorate-level statistics. This highlights the need for setting measurement indicators for the impact of a cooperation project in social sector with adequate consideration being given to the fact that social indicators for the ultimate beneficiaries may not improve in the short term.

In contrast, NGO-JICA collaboration projects generally make direct approaches to the community residents and regard them as the direct beneficiaries. For instance, the Bangladesh-Empowerment project makes direct approaches to the residents of the “Samity.” East Timor-PHC supports medical staff at health centers/posts who examine and treat local residents. Taking this tendency of making direct approaches to community residents, the ex-post and other evaluations for project effects also tend to focus on the changes in the awareness and behavior of local residents. In other words, NGOs tend to conduct their activities to directly benefit local people in a timely manner by making full use of their flexibility and responsiveness. In the Tanzania-HIV/AIDS project, efforts have been made to quantitatively measure changes in the awareness and behavior of the local people and communities. Such efforts include the questionnaire survey for 1,200 people at the project launch, a similar survey for 600 people at the project completion, and focus group discussions.

4-2 Pursuing the sustainability of the outcomes

Projects directly implemented by JICA often take the approach of developing a new model framework in the project site with a view to applying it in other areas. This approach, however, may run the risk of failure in terms of sustainability unless the new framework thus developed is reflected in government policies or formally institutionalized. In addition to this, how to ensure the sustainability of activities is always a challenge for projects designed to support the poor, which is the main focus of NGOs.

Although both types of projects stress sustainability after the assistance providers withdraw, they often differ on how long a project should last and when it should be transferred to the community. As discussed in Chapter 2, 2-1 (3), a transition to Phase II of NGO-JICA collaboration or another JICA scheme is welcomed by many NGOs in terms of project sustainability. The important thing is, however, that JICA and NGOs discuss together when and under what conditions the project will be transferred to the community or the recipient country and share such a prospect from the start of the project. This has bearing on what to do when the project is completed. This issue is discussed in the next subsection.

Specific points raised in presentations and discussions

- Projects designed to support the poor often face the challenge of sustainability. (the initial JPP: Bangladesh-RH) [NGO]
- The Link Model—a model designed to achieve synergy between government bodies for rural development and local communities—faces a number of opportunities and challenges, including: (i) institutionalization of the model for application across the country; (ii) official recognition of Union Development Officers (UDOs) or local facilitators; (iii) human resources development for the maintenance and development of the model; and (iv) coordination with the existing framework of the government budget for development. (TCP: Bangladesh-PRDP) [JICA]
- Although it was reported that the establishment of CST system, as well as other new frameworks, was the successful factor, CST system might be a risk factor in terms of sustainability. Sustainability depends in part on whether the activity is driven by financial incentives or managed by volunteers. Such financial incentives have some drawbacks. For example, they may run the risk that local residents refuse to open up their hearts out of jealousy towards those who receive such incentives. Support for expertise accumulation at JOHUD (the project implementing body) should have outweighed the creation of new frameworks and systems, or human resources development. (TCP: Jordan-WID) [NGO]

4-3 Prospects after project completion

JICA’s existing terminal evaluation is mainly designed to assess whether the project will be completed as scheduled. The main focus is not placed on examining the post-project options, including a transition to Phase II of NGO-JICA collaboration or to other JICA schemes. JICA needs to come up with clearly defined criteria for what should be done after a successful project is completed to make the activities sustainable. It is also necessary to continue discussion on how to ensure a seamless transition; since a case has been made that it takes too much time to change from the JPP status to the PROTECO status.

Different NGOs have different ideas on how long their independent projects should last and how they should be transferred to the communities. Some NGOs may concentrate on one area first, and when they decide that their project’s outcomes have taken root there, they may move to other areas in the same region if they are committed to the whole region. In this way, post-project prospects can be diverse. This may suggest that NGOs and JICA should take more opportunities to actively share such prospects and then work together to define the scope of possible NGO-JICA collaboration in relation to post-project

activities. For example, an NGO and JICA may wish to iron out their differences and agree on the type of collaboration project and its processes and prospects—whether the project will cover a relatively wide area from the beginning, continue to provide support until the proposed model proves effective and applicable to a wider area, and pave the way for its outcomes to be retained or even developed by the recipient government or other donors; or the project will aim to assess the effectiveness of an innovative idea in a relatively small area.

Specific points raised in presentations and discussions

<p>〈Opportunities for retaining the project and developing project outcomes〉</p> <ul style="list-style-type: none"> • JICA should clearly define the conditions under which a collaboration project will continue its activities as a Phase II project. (the initial JPP: Cambodia-PE; and others) [NGO] • If the project is evaluated favorably, then building on the further development of the project will be the natural course of action. This should lead to discussions of how to enhance the successful outcomes in cooperation with other organizations. However, JICA’s evaluation presumes project termination. In addition, the procedures for a JPP project to be taken over by a PROTECO project are too time-consuming. (Discussion and input at the 50th meeting) [NGO] <p>〈Timing of the transfer of the project to the community or recipient country〉</p> <ul style="list-style-type: none"> • The NGO overseas office generally wants collaboration projects to be taken over by local staff as their independent local NGO’s activities. (the initial JPP: Bangladesh-Empowerment) [NGO] • This NGO doubts the value of continuing projects over extended periods of time. It hopes to hand over projects to the communities at the early stage and move on to other communities more in need of assistance because its goal is to encourage them to stand on their own. This project on HIV/AIDS has a three-year term. It is designed to support the communities’ self-help efforts. For example, this NGO has registered the community-based organizations it has launched under its independent project as local NGOs. (JGPP/the initial JPP: Tanzania-HIV/AIDS) [NGO]
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4-4 Perspectives for evaluation

A major issue in relation to project evaluation is how qualitative indicators that are generally embraced by NGOs, such as the changes in the awareness and behavior of local people, should be incorporated into JICA’s PDM-based framework for project purpose setting and evaluation. Another major issue is how the project purpose and evaluation indicators should be established when the outcomes of a NGO-JICA collaboration project per se are difficult to define. These outcomes can be elusive because such a collaboration project can be described as a time-limited extension of an NGO’s existing project of its own.

The issue that the evaluation indicators should cover the process and additional perspectives such as coordination and synergy with other donors, efficiency which includes the pre-project and post-project phases, fairness, gender, and macroeconomic impact within the framework of JICA-NGO collaboration has been raised. Processes, gender and assistance coordination provide useful indicators respectively, and the possibility of incorporating them into PDM deserve consideration. Yet the first thing to do is to clearly define the objectives of each collaboration project, whose period is limited. This has bearing on the perspectives for the project screening process. NGO-JICA collaboration is expected not only to improve a set of evaluation indicators and change the awareness of the beneficiaries, but also to explore effective approaches to ensure that the project outcomes are retained and maintained. It is therefore meaningful to determine whether the main focus should be placed on maximizing the primary impact on a relatively wide area for future broader application and development, or on demonstrating a model in a small area.

Specific points raised in presentations and discussions

<Indicators for evaluation>

- Project effects vary depending on the different perspectives. This is especially true of the health sector, where project impact will take a long time to manifest itself in terms of improved social indicators. Projects in this sector should encourage behavior changes by individuals and regard changes in their awareness as a key indicator for evaluating project outcomes. (TCP: Jordan-WID) [NGO]
- It is necessary to determine whether the main focus is placed on the sustainability of project activities themselves or the outcomes of such activities, notably behavioral changes, and clearly define the indicators for measuring “sustainability” accordingly. (the initial JPP: Bangladesh-RH) [NGO]
- A NGO-JICA collaboration project can be described as only an extension of the existing project of this NGO in terms of both time and content. The project outcomes are thus sometimes elusive for JICA. (the initial JPP: Bangladesh-RH) [JICA]
- A major issue is how to incorporate the changes in the awareness and behavior of community residents into PDM. (PROTECO: Mexico-M&C) [NGO] [JICA]
- A major issue is how to incorporate this NGO’s “process of communicating, thinking, and learning from errors in the field with the local partners” into JICA’s existing system. (PROTECO: Afghanistan-NFE) [JICA]
- The evaluation/monitoring process of this NGO was unclear in some parts at the beginning of the project. (the initial JPP: Cambodia-PE) [JICA]

<Evaluation criteria>

- In addition to 5 items for DAC evaluation criteria, such perspectives as community participation, gender and fairness, as well as the process, should also be considered. (N/CEP/JPP: East Timor-PHC) [NGO]
- Coordination and synergy with other donors should also be evaluated. (N/CEP/JPP: East Timor-PHC; JGPP/the initial JPP: Tanzania-HIV/AIDS) [NGO]
- The process does matter. For grassroots projects, improvements in the microeconomic changes among the community may be the first priority. Yet it is important to assess what macroeconomic impacts are linked with such outcomes at the microeconomic level. In other words, how the outcomes at the microeconomic level have affected the changes in the local communities, the institutional and policy aspects of the central and local governments in the recipient country, and how they have reflected on the learning and policymaking processes of the NGO and JICA. (A presentation given by the NGO-JICA Evaluation Subcommittee at the 48th meeting) [NGO] [JICA]

<Evaluation of efficiency>

- In the case of emergency response, the efficiency should also be evaluated. These include covering of the timing, schedule and procedures for inputs, and coordination with other donors. (N/CEP/JPP: East Timor-PHC; a presentation given by the NGO-JICA Evaluation Subcommittee at the 48th meeting) [NGO] [JICA]
- A major issue is how the evaluation of efficiency should be considered in the whole process, including the pre-project and post-project phases. (A discussion following the presentation given by the NGO-JICA Evaluation Subcommittee at the 48th meeting) [NGO] [JICA]

<Evaluation of the project components and activities>

- NGOs tend to incorporate different components into one project. They sometimes are obliged to withdraw their proposals when JICA questions the feasibility of such varied components or when NGOs themselves lose track of the whole structure of the projects. They cite the likelihood that the varied components will end up in the air. (the initial JPP: Bangladesh-RH) [JICA]
- a project with varied components and activities can produce positive outcomes, if it is a comprehensive project as a whole. However, if the project period is not long enough, its various components will most likely end up unfulfilled. (the initial JPP: Bangladesh-RH) [NGO]

4-5 Project management framework

(1) Flexible project management that integrates the process approach with results-based management

NGOs generally embrace the process approach, which involves engagement and dialogue with the communities, and learning from errors, among other features. JICA, on the other hand, emphasizes results-based management. JICA thus calls for clearly defined performance indicators. JICA also requires project management according to the logical framework called PDM. To achieve more synergy from these two different approaches, PDM should be designed to allow some leeway or operational flexibility as needed to respond to changes in the situation so that there is room for NGOs to adjust the original methodology to cope with any changes as the project is in progress.

Under the special environment associated with reconstruction assistance, a project may not proceed according to the original plan and objectives since the local situation is uncertain and subject to change. In such circumstances, it may be necessary to give more weight to the process approach, meaning that the project should allow some flexibility in the process of achieving the project purpose, although that purpose should be clearly defined. To this end, it may be necessary to redefine the expected outputs at key points in time during the project implementation.

Specific points raised in presentations and discussions

- The framework of PDM is necessary, but it is not supposed to dictate how assistance is delivered; it should be rewritten to allow for some leeway. (51st meeting) [NGO]
- Although it is clearly necessary to establish a framework for cooperation projects, it is also important to allow some leeway for modifications to cope with any changes in the original setting. (51st meeting) [NGO]
- Because of the uncertainty of the local situation, it was difficult to establish project purposes for the three-year period, resulting in rather abstract objectives. (N/CEP/JPP: East Timor-PHC) [NGO]
- A changing local situation highlights the difficulty of adhering to the contract. The requirement of setting the targets for “outputs” is understandable, but it is difficult to maintain consistency with the process approach. Such arrangements might run the risk of discouraging innovative ideas and result in a safe but dull project. (PROTECO: Afghanistan-NFE) [JICA]

(2) Field Based Management

Many NGO representatives have strongly suggested that JICA should delegate more power regarding decision-making and project administration to its overseas offices in developing countries. JICA representatives have also noted that it is up to JICA overseas offices to exercise flexibility in responding to unexpected changes in the circumstances. A concern has also been raised that JICA overseas offices may lose touch with the realities of NGO-JICA collaboration projects at the field level as JICA Headquarters and domestic offices in Japan administered the now-defunct the initial JPP and are now administering the current JPP. In addition, it has been pointed out that smooth project implementation is made difficult by the fact that too many people are involved in collaboration projects with both NGOs and JICA having offices in Japan and the recipient countries. This problem should be addressed with a clear division of duties between these offices for better coordination and less duplication.

All these constraints suggest that JICA overseas offices should be given more direction in relation to all aspects of collaboration projects except contracting, i.e. project planning, management and evaluation. JICA is now in the process of delegating more authority to its overseas office. This move should preferably be expedited in the face of these constraints.

Specific points raised in presentations and discussions

- Those in the field should have a say in the decision-making process. (the initial JPP: Bangladesh-RH) [NGO]
- This NGO has the impression that JICA Headquarters has a dominant say in the decision-making processes. (the initial JPP: Laos-Wheelchair) [NGO]
- Smooth project management is made difficult by the unclear project ownership and decision-making system. (N/CEP/JPP: East Timor-PHC) [NGO]
- The JICA overseas office is having difficulty in grasping the division of duties between the four players: itself, JICA Headquarters, this NGO's local office and its headquarters in Japan. (N/CEP/JPP: East Timor-PHC; a discussion following the presentation given by the NGO-JICA Evaluation Subcommittee at the 48th meeting) [NGO] [JICA]
- Smooth project implementation was made difficult by the fact that too many people from the JICA overseas office, Headquarters and this NGO's local office and headquarters are involved. (the initial JPP: Laos-Wheelchair; and many others) [NGO]
- The JICA overseas office had the authority to allow this NGO to conduct the terminal evaluation of the project under the CEP earlier than originally scheduled. This in turn made it possible for the NGO to brief recipient government officials on the succeeding project under JPP in a timely manner, paving the way for a smooth transition from the CEP to the JPP. (the initial JPP: Cambodia-PE; N/CEP/JPP: East Timor-PHC) [NGO]
- It is important to establish an appropriate division of duties between JICA overseas offices on the one hand and JICA Headquarters and domestic offices on the other. JICA overseas offices, which are close to the field, should play the leading role in project administration. This facilitates better communication, benefiting both NGOs and JICA. JICA Headquarters in Tokyo, on the other hand, should take charge of public relations in Japan as part of JICA's efforts to fulfill its accountability. (the initial JPP: Cambodia-PE) [JICA]
- This NGO is concerned that the insight of the JICA overseas office into NGO projects is waning under the current scheme. (N/CEP/JPP: East Timor-PHC) [JICA]
- The initiative by JICA overseas offices is essential for timely decision-making and implementation, especially with respect to a transition from one scheme to another. (the initial JPP: Cambodia-PE; N/CEP/JPP: East Timor-PHC) (An additional point raised by IFIC) [JICA]

4-6 Cost structure of cooperation projects and the role of experts from Japan

Due to the difference between NGO projects and JICA projects in terms of scope, scale, and nature, it should not be taken as determined, but there is a tendency for JICA projects to traditionally place a high value on the role of experts it sends from Japan on long-term missions for OJT and other activities that are tailored to meet local needs. As a corollary to this, the proportion of Japanese personnel expenses to the overall project costs tends to be high for JICA projects that involve the dispatch of two or more of such experts. Although the general pattern has not been clearly defined, a comparison between the JICA-NGO collaboration projects and the JICA independent projects in this study shows the average percentage of Japanese personnel expenses for the former is less than half of that for the latter.

It is important not only to review the project cost structure in general, but also to raise JICA's awareness of costs and cost-effectiveness, especially in terms of the cost distribution balance between the cost of inputs in the recipient country and the costs incurred in Japan. NGO representatives in the Study Group contend that if it can bring equal outputs, a project with lower overall costs and with a high proportion of costs of inputs in the recipient country is more cost effective. This suggests that the role of long-term Japanese experts, and the expected outcomes of their activities, should be put under closer scrutiny.

It should be noted, however, that there are cases where Japanese experts have achieved outstanding outcomes that would not have otherwise been possible if they were not dispatched. In Jordon-WID,

for example, the Japanese experts are well-versed in Islamic societies and communities and also fully experienced in family planning activities. Drawing on their experience in Japan, they established CST, defined its roles, and trained team members through OJT in cooperation with local communities. This is one example where the value and meaning of sending Japanese experts was exhibited, and it should be noted that it is the strength of JICA to be able to recruit such excellent assistance experts.

Specific points raised in presentations and discussions

- Attention should be paid to the proportion of the cost of inputs spent in the recipient country to the overall project costs. The outcomes being equal, cost-effectiveness does matter. (the initial JPP: Laos-Wheelchair; and many others) [NGO]
- The proportion of Japanese personnel expenses to the overall project costs is lower for JICA-NGO collaboration projects, standing at 18% for JGPP: Tanzania-HIV/AIDS; and 34% for the initial JPP: Bangladesh-Empowerment. It is higher for JICA independent projects, however, reaching 60-70% for Bangladesh-PRDP, Jordan-WID, and Tanzania-Morogoro. (A discussion at the 50th meeting) [NGO]
- The team of Japanese experts worked with the communities to establish CST and other systems and trained CST members that were originally based on Japanese experience, in order to accommodate local needs and situations. In addition, the leader of this team exerted tremendous efforts to coordinate among the three key institutions: the Ministry of Health, the Higher Population Council, and the Jordanian Hashemite Fund for Human Development (JOHUD). (TCP: Jordan-WID) (An additional point raised by IFIC) [JICA]
- The proportion of Japanese personnel expenses is likely to be significantly higher for East Timor-PHC. During the period of policy upheaval, local staff could not work for the project in order to take care of themselves, and Japanese staff had to play a central role. (An additional point raised by IFIC) [JICA]

Chapter 5 Needed Improvements and Important Considerations in the Institutional and Operational Aspects; Suggestions

This chapter, drawing on the history of NGO-JICA collaboration and case studies discussed in Chapters 1-4, explores what should be done to establish a partnership that is more beneficial for both NGOs and JICA with a view to promoting better collaboration between the two. First, the chapter identifies what kind of partnership is needed for better NGO-JICA collaboration and put forward specific suggestions based on the review of the case studies. Second, it suggests directions for improving the systems for JPP and PROTECO, the NGO-JICA collaboration projects, in the closing sections. In these sections, opportunities for the promotion of improving collaboration and approaches will be explored for each program based on the suggestions made after the review of the case studies.

5-1 Frameworks for NGO-JICA collaboration that best meets the needs of the times

Many developing countries are facing both traditional challenges such as poverty and infectious disease and new challenges highlighted by democratization and marketization in the wake of the rapid deepening of the interdependence of the international community associated with globalization. To help developing countries to solve such complex socioeconomic problems, NGOs in major donor countries have two faces. First, they are development actors that directly connect civil society in their respective countries with local communities in recipient countries. Second, these NGOs, as partners of their governments and multilateral aid institutions, support dialogue and interaction between governments and implement development projects under contract with these governmental and multilateral actors.¹² Since the late 1990s, growing emphasis on the idea of ownership by developing countries has been promoting many NGOs in developed countries to transform themselves into indirect development actors that support local NGOs in developing countries while ensuring their political neutrality there and maintain their autonomy.¹³

In the face of these international trends surrounding NGOs, the Japanese government has set out a basic policy in relation to NGOs in the chapter titled “Formulation and Implementation of ODA Policy” of Japan’s Official Development Assistance Charter.¹⁴ The policy states that Japanese government will strengthen collaboration and cooperation with Japanese NGOs and others so that they can utilize their knowledge/experiences and expertise. It also says that the government will increase the opportunities for human resources training and practice as part of its efforts to encourage public participation in development assistance. As a major ODA implementing body, JICA has incorporated a similar policy into its mid-term plan. This policy sets forth directions in which JICA will support human resources

¹² IC Net Limited (2004) p.1

¹³ Kuroda (2004)

¹⁴ Ministry of Foreign Affairs (2003)

development for Japanese NGOs and promote collaboration and cooperation with them, with regard to the idea that Japanese NGOs being not only as development actors but also as the entities that promote wide public participation in international cooperation activities. JICA has also established a policy of reflecting the concept of “human security” in its programs and projects as part of its new policy after organizational reform following its shift in status to an “independent administrative institution.” Under this policy, JICA has been exploring ways to deliver assistance to local communities and people in developing countries in a more timely and effective manner. In this respect also, JICA is expected to build up partnerships with NGOs so that they can utilize the experience and practical expertise of the NGOs.

NGOs, on the other hand, have a significant track record of success in “grassroots-type projects,” which directly benefit local communities. Designing and implanting such project calls for high-level skills based on years of accumulated experience and knowledge. NGOs have taken advantage of such skills in establishing methods for participatory project formulation and making inventive arrangements for promoting sustainability. For this reason, some Japanese NGOs suggest that JICA should place a higher value on NGOs’ accumulated experience and practical skills, saying that such specialized expertise of NGOs provides valuable input for formulating and implementing grassroots-type projects. JICA should properly evaluate such expertise and further explore a mutually-beneficial NGO-JICA collaboration that makes good use of NGOs’ expertise and maximizes the benefits for people in developing countries.

Although it must be noted that most NGOs are largely positive about NGO-JICA collaboration, the potential downside is that the NGOs participating in NGO-JICA collaboration programs might restrain themselves from expressing candid opinions to JICA in various phases of collaboration projects, in consideration of their position to implement projects under contract with JICA. In addition, they may have a hard time deciding whether they should propose an innovative and ambitious project that maximizes the capacity to accommodate local needs or a project that is more likely to facilitate collaboration with JICA. Such a mentality and conflicts may stand in the way of what is really needed for them to do as organizations that always stand on the side of the local communities. There are therefore concerns among the NGOs that they might not be able to accommodate changes in the awareness and behavior of the local communities in a flexible manner.

To lessen such anxiety, conflicts and concerns of NGOs, it is primarily important for both JICA and NGOs to respect each other’s ownership and distinctive strengths with a view to building a framework for more effective collaboration and cooperation for the sake of the people in need. The first step to that end is for staff and other stakeholders in NGOs and JICA to understand and share the value of collaboration between the two, including specific synergy effects of such collaboration.¹⁵

The analysis in the preceding chapters shows that the both Japanese NGOs and JICA have recognized the arising of various synergy effects of each other’s experience and knowledge through their collaboration projects. It has also been confirmed that proactive efforts to promote the interaction and information sharing between each other’s networks can widen each other’s knowledge and perspectives and help both NGOs and JICA to achieve synergy in their respective projects, eventually further enhancing the impact of NGO-JICA collaboration.¹⁶

To sum up, both NGOs and JICA should establish a mutually beneficial partnership by: (i) recognize each other’s advantages in the context of collaboration projects; (ii) respect each other’s distinctive strengths and ownership; (iii) design and implement projects that are likely to maximize the impact of collaboration; and (iv) make the most of each other’s field-based information and networks. As spillover

¹⁵ See Chapters 2-3.

¹⁶ See Chapter 3, 3-3 and 3-4.

effects, NGO-JICA partnership thus developed will also allow both sides to achieve not only an alignment between collaboration projects and among independent projects within NGOs and within JICA each, but also a loose alignment between independent projects of NGOs and those of JICA. In this way, such partnership provides opportunities for NGOs and JICA—as practitioners of development assistance—to more appropriately address diverse problems facing developing countries and better accommodate the requests and needs of local communities there.

5-2 Future plans for better collaboration based on the case studies

The process of presenting and analyzing the case studies has revealed, among others, an important factor in considering activities that make better use of the operational features of both NGOs and JICA, i.e., the differences in operational approach between NGOs and JICA. The NGOs often made direct approaches to local communities by taking advantage of local human resources and information. For example, the primary health care project in East Timor (East Timor-PHC) tried to improve the health conditions of the patients and other villagers in the project area by supporting the leaders of farmer groups who played an important role in the community, as well as health care providers. In contrast, JICA often made approaches to various levels of the government sector, ranging from the central government all the way down to local authorities. For instance, the Participatory Rural Development Project in Bangladesh (Bangladesh-PRDP) included a model that systematized two-way activities for rural development: activities to ensure that the requests of local communities would be reflected in the administration of local authorities, and those to ensure that public services would be fully delivered and distributed to local people. This project also encouraged central and local government bodies in charge of rural development to use this model.

These two different types of approaches are adopted respectively by NGOs and JICA for their merits based on their experience. The two types of approaches, if adopted concurrently or in sequence, would likely achieve “multiple project effects,” meaning that they would directly benefit local communities and poor populations and at the same time help recipient countries to enhance their administrative capacity. Enhancing such effects is also associated with practicing the concept of “human security,” one of JICA’s guiding principles for development assistance to developing countries. In this regard also, it is essential that NGOs and JICA offer resourceful ideas and apply each other’s ideas and strengths.

Another major issue that has been identified in the process of presenting and analyzing the case studies, in relation to the system for project implementation, is the need to delegate more authority to the JICA overseas offices. Many of the NGOs call for such a delegation, saying that it would make it easier for them to: (i) design projects that can respond to the ever-changing awareness and behavior of local communities in a timely manner; and (ii) manage and evaluate their projects, including changing project components and other activities. This request is in line with the ongoing move within JICA to promote the principle of Field Based Management. It would also make it possible to make approaches to local communities in a more timely manner, as mentioned earlier. For these reasons, JICA should preferably delegate more power and responsibility to JICA overseas offices so that they will have more discretion.

These two suggestions above provide a basic perspective for effective NGO-JICA collaboration. At more specific levels, much can be done so that NGOs and JICA will be able to implement projects that make use of each other’s strengths and decentralize the decision-making processes. The following subjects put forward specific suggestion to that end.

5-2-1 Opportunities for enriching project components and activities

(1) Starting from the familiar

1) Providing and exchanging knowledge between NGOs and JICA, and utilizing JICA's system to support NGOs

Provision and sharing of knowledge between NGOs and JICA on various occasions provides a valuable source of information for project formulation and design. This notion has been confirmed by case study presentations. One presenter stated that collaboration with JICA had provided opportunities to attend study meetings of assistance professionals in the recipient country and participate in the project formulation study and that a common ground had already existed for dialogue between the NGO and the ODA implementing agencies (a case in Bangladesh). Others said that various kinds of information from the JICA overseas offices and JICA's networks had proved useful (the cases in East Timor and Cambodia).

To promote the exchange of such knowledge and observations of the local situations, it is important, first of all, that staff at JICA overseas offices and NGOs regularly visit their respective project sites and deepen their understanding of respective project components and activities in action. Next, JICA should provide NGOs with knowledge it has obtained from JICA experts and JOCVs. NGOs should also reciprocate by providing JICA with information it has obtained from local communities. Valuable knowledge and information thus provided and exchanged should be put to good use in specific activities.

Finally, NGOs are advised to consider using NGO technical experts support system by JICA, since there is a possibility for NGOs to be able to use this system.¹⁷ Under this system, JICA covers expenses for travel to and from Japan for experts hired by NGOs temporarily, and dispatched to the recipient countries for field activities in specified technical sectors. Such expenses include the airfares, daily allowances during the stay, and accommodation expenses according to JICA's rules.

2) Learning from and making use of the ideas and experiences in field activities that incorporate cultural aspects

In case study presentations, it was pointed out that NGOs' perspectives and experiences allowed JICA to take approaches that could not have imaged or taken account of, including education activities with the use of traditional music. They added that these approaches proved effective especially in promoting project sustainability and development (the cases in Laos and Cambodia). These cases are a good example showing that international cooperation activities that capitalize on traditional culture in the region have a good chance of being maintained by local people themselves.

This experience provides a hint for JICA to encourage the voluntary participation of local people in development activities. It is advisable that JICA can adopt the ideas and utilizes experiences in field activities that incorporate local cultural aspects at the formulation phase of each project, and then consider including a project component that is familiar to local people.

¹⁷ The NGO technical experts support system helps NGOs wishing to send experts they hire to their project sites in developing countries to achieve their project objectives that are not attainable by their staff alone. JICA subsidizes the dispatch of qualified experts with experience in specified technical fields so that NGOs can carry out and even develop their project activities more effectively. In screening the applicants, JICA gives priority to civil society organizations and individuals that have already launched international cooperation activities on their own initiative but have yet to stand on their own financially, institutionally or technically. Yet, organizations participating in the JICA Partnership Program are also qualified to apply.

NGOs, on the other hand, are advised to suggest that JICA consider such a project component, if they have experience in activities that incorporate cultural aspects.

3) Promoting cost consciousness

In the case study presentations, it was noted that attention should be paid to the proportion of the costs of inputs in the recipient country to the overall project costs. It was added that if the outcomes are equal, cost-effectiveness does matter (Laos Wheelchair case). Both NGOs and JICA may need to be more conscious of the cost-effectiveness of each project component and its outcomes in project formulation and implementation, while trying to maximize the project impact.

(2) Taking insightful steps

1) Sharing the post-project outlook before project launch

A case study presenter said that collaboration with JICA had provided opportunities to consider, at project launch, how the project would be transferred to a community organization, making it easy to get a clear picture of what would be like after project completion (Cambodia PRDP case). This suggests that it is important for JICA and NGOs to share the post-project outlook before a project is launched.

To that end, it is essential that NGOs and JICA take more opportunities before project launch to exchange views and ideas, and clarify the post-project prospects and conditions (e.g., when and under what conditions the project will be able to be put under the control of the local community or authorities). In such a discussion process, both sides should preferably consider the possibility of incorporating into the project each other's activities and methodologies that provided the others with fresh insight.

The PCM method¹⁸ is a useful tool in the context of NGO-JICA collaboration, as well as in other contexts. For example, this method allows NGOs, that were unfamiliar with the use of this method but has a stronger commitment to the local communities, to organize the objectives and components/activities of a project using the Project Design Matrix (PDM) so as to understand how they relate to one another. This makes it possible to gain a clearer picture of what the situation would be like when the project is completed. That in turn facilitates not only collaboration with JICA but also capacity building for NGOs themselves in terms of project management. It is recommended that JICA continue to provide—on a request basis—opportunities for training in PDM and other project management tools for NGOs and other organizations that are little experienced but eager to engage in international cooperation. In addition to facilitating common understanding between the project stakeholders of NGOs and JICA, PDM can be a useful tool as well when an NGO makes a project proposal to JICA, when JICA briefs the public on a particular project, and in many other occasions.

2) Following up the process of awareness and behavioral change in local people and their reflection on the projects

In a case study presentation, it was pointed out that there should be a process of following up changes in the awareness and behavior of local people. This presenter said to the effect that:

“Project impact can be evaluated differently from different perspectives. This is especially

¹⁸ PCM (Project Cycle Management) is a method for managing the cycle of a development assistance project—planning, implementation, and evaluation—using a project summary table called PDM (Project Design Matrix). PDM shows logical interrelationships among major factors required for project design, including the Overall Goal, Project Purpose, Outputs, and Activities.

true of the health sector, where project impact will take a long time to manifest itself in terms of improving social indicators. Projects in this sector should encourage behavior changes of individuals and regard changes in their awareness as a key indicator for evaluating project outcomes.” (Jordan-WID case)

In order to reflect this observation in project management in the future, cooperation projects aimed at ensuring that the project outcomes will be retained and maintained by the local communities themselves—whether they are implemented by NGOs or JICA, or others—should preferably assess the awareness and behavior of local people before the project launch. During the project implementation phase, attention should be paid to any changes in their awareness and behavior. In project monitoring and evaluation, such changes, if any, should be assessed, and the findings of such assessment should be fed back to the project portfolio and policies where appropriate. Projects that use PDM for management purpose should not unconditionally adhere to the original PDM. They should consider modifying it as appropriate, depending on the reactions from local communities. Another case study presenter introduced a case in which questionnaires and focus group discussions were effectively used for project evaluation to understand such changes. Such techniques deserve further analysis in terms of their applicability to other projects.

In this context, NGOs should preferably provide input based on their knowledge about awareness and behavioral changes of local people that they have acquired through years of experience, when JICA takes such evaluation methods into consideration.

3) Prompt transfer of project activities to the local community and possible introduction of complementary activities

In case study presentations, a point was made that the criteria as to whether a project should be terminated or continued in one form or another should be defined more clearly. One presenter said that her NGO does not intend to continue projects over extended periods of time, but instead that it hopes to hand over its projects to the communities early and move on to other communities because its goal is to encourage them to stand on their own (a case in Tanzania). Another presenter said that JICA should clearly define the conditions under which a collaboration project will continue its activities as a Phase II project (Cambodia PRDP case).

As a matter of principle, both NGOs and JICA, according to the project plan, should try to ensure that the local communities develop the capacity to manage project activities in a sustainable manner as soon as possible, so that such activities can be put under their control. Yet, if the input from NGOs, as mentioned above, is to be put to good use for future implementation of collaboration projects, it is essential that NGOs and JICA conduct project evaluation in light of the post-project outlook they shared before project launch.

In addition to such evaluation, JICA needs to establish a policy for coping with the situation in which a collaboration project is deemed difficult to be completed by the end of the pre-determined project period. Such a policy should not give unconditional priority to the option of continuing the uncompleted project as a Phase II project. Rather, priority should be given to the opportunities for some kind of complementary activities. At any rate, however, clearly-defined criteria are necessary. In this context, JICA may need to gather information on past projects that called for such complementary activities. To this end, NGOs may need to support JICA by providing related information such as past cases.

5-2-2 Opportunities for Improving the Environment Surrounding Project Activities

(1) Starting from the familiar

1) Continuing one-time adoption of multi-year project proposals

The NGOs participating in various NGO-JICA collaboration programs generally feel the advantage of JICA's practice of adopting multi-year project proposals at one time. They welcome this practice because they can assure the prospect of financing their multi-year projects. A case study presenter said that her NGO was able to secure funds for the three-year project before project launch.

JICA should maintain this practice, i.e., one-time adoption of multi-year project proposals also under the JPP, given that many of the other support programs are on a single-year basis.

It is also important that NGOs brief local communities on their multi-year project plans before they are launched so that they win the trust of these communities.

2) Synergy between public relations and development education

The NGOs call for better collaboration in public relations. A case study presenter said that her NGO wished that JICA had placed more emphasis on the NGO's activities in its public relations and done more to ensure that its teaching materials and experiences would be shared with other staff engaging in projects in the same sector in different countries.

It is recommended that NGOs and JICA share the means of and experience in public relations on their activities and work together to develop materials for public relations and development education. Such collaboration will be helpful in ensuring that each other's project activities and their outcomes are shared not only among the stakeholders but also by many other people. In addition, the materials thus developed can be put to good use in explaining what is going on in the frontline of international cooperation to the public (including NGO supporters). This would promote public understanding of international cooperation as a whole.

(2) Taking an insightful step

Putting knowledge of NGOs to good use in project formulation

Some case study presenters stressed the need for making better use of NGOs' knowledge in considering project formulation in the recipient countries. One presenter said a collaboration project had provided JICA with opportunities to obtain—through the partner NGO—detailed information on rural areas, including how the education policies of the recipient country had been practiced at school and classroom levels. Such information was reflected subsequent project planning, this presenter added. Another presenter said that some problems might have been solved if the JICA overseas office had selected health care as a priority sector to be emphasized strategically in consultation with its partner NGO, and supported the central government at its discretion.

These observations suggest that NGOs' experience and knowledge provide a useful source of information when JICA tries to consider more effective cooperation plans. Although the views and requests of the recipient government should take the center stage, JICA should preferably make better use of potential partner NGOs' knowledge by exchanging views with them, and incorporating their field-based perspectives as appropriate.

5-3 Suggestions for Improving the JPP

This section deals with improvement opportunities for the JPP. Specifically it analyzes areas for improvement and puts forward suggestions for improving the JPP in four extracted categories shown below. Such analysis and suggestions draw on both the “Outstanding Areas for Improvement in NGO-JICA Collaboration Programs Based on the 77 proposed items” identified in Chapter 1, suggestions discussed in Chapters 2-4, and the preceding sections of this chapter. Of the Outstanding Areas for Improvement in NGO-JICA Collaboration Programs Based on the 77 proposed items those outside the scope of these four categories, including administrative procedures and accounting management (the requirement of quarterly reporting and the reporting deadline of the end of fiscal year) will be dealt with separately.

- (i) Project costs and direct personnel expenses
- (ii) Project period
- (iii) Process-oriented activities
- (iv) Collaborative relationship between NGOs and JICA and the framework of collaboration project management

5-3-1 Project costs and direct personnel costs for JPP projects

(1) Areas for improvement identified

Projects with total costs of 50 million or less are applicable to one project for the JPP.¹⁹ The maximum monthly amount of direct personnel costs to be covered by JICA per person is equivalent to 6 grade on the JICA’s domestic remuneration scale for JICA experts for an overseas mission. The NGOs, however, are calling for raising these two ceilings. In relation to the latter ceiling, they are also requesting JICA to apply multiple unit amounts for remuneration for each grade so as to better reflect the ability of each project staff member.

(2) Analyzing the areas for improvement

Behind these requests lie two factors. First, the ceilings for both project costs and direct personnel costs for the JPP are different from the initial JPP. Second, the latter ceiling impedes the assignment of human resources that are critically needed for a collaboration project.

Regarding the first factor, the ceilings for both project costs and direct personnel costs are often different in the first place, although the JPP is generally regarded as the successor to the initial JPP (see Table 5-1). The ceiling for project costs to be covered by JICA for the JPP is 50 million yen for any single project proposal, while the ones for the initial JPP was mere a guideline and flexibly applied depending on the proposed project activities. In fact, the overall costs of the initial JPP project covered by JICA was largely above 50 million yen, or above 100 million yen for some projects. As for direct personnel costs, the maximum monthly amount of direct personnel costs to be covered by JICA per project staff member is equivalent to 6 grade on the JICA’s domestic remuneration scale for mission experts for JPP, regardless of the number of years after his or her graduation from colleges or universities. Plus, a single unit amount is applied to each grade. Under the initial JPP, JICA covered the monthly amount of direct personnel costs in accordance with the applicable grade on the pay scale for JICA experts—from 6 grade all the way up to

¹⁹ This ceiling is for the Partner Type of JPP only. The ceiling for the Support Type of JPP sets 10 million.

Table 5-1 Differences between the JPP and the initial JPP

	JPP	the initial JPP
Project costs covered	Up to 50 million yen	“Appropriate level in light of the organization’s experience,” ²⁰ which is flexibly applied depending on the proposed project activities.
Direct personnel costs	Up to 6 grade on the JICA’s domestic remuneration scale for mission experts	From 6 grade to special grade on the same scale (multiple unit amounts for remuneration for each grade)

Source: Compiled by the Office of Citizen Participation, Training Affairs and Citizen Participation Department, JICA.

special grade—according to the number of years after his or her graduation from colleges or universities. Multiple unit amounts were applied to each grade.

These differences stem from different characteristics of the JPP and the initial JPP. The JPP has been established as an independent program to “encourage and promote public participation in international cooperation” as the Japan International Cooperation Agency Law (JICA Law) states. The concept of joint partnership underlies the whole process of the JPP, including project formulation and implementation. The basic principle here is that JICA supports voluntary activities that project implementing organizations (partners) conduct on their own initiative. Based on this principle, implementing organizations and JICA join forces to formulate and implement collaboration projects by making good use of each other’s knowledge. Because of this characteristics of the JPP as joint partnership, JICA places a cap on the project costs it covers and calls for its partners to bear the exceeding costs. In contrast, the initial JPP was not characterized as joint partnership. The initial JPP projects were launched based on proposals from potential implementing organizations. However, once such proposals were adopted, JICA contracted them out to the successful applicants based on international agreements with the recipient governments. Accordingly, JICA paid the actual project costs incurred to the project implementing organizations. In this respect, the initial JPP was similar to JIC schemes as in Technical Cooperation Project and Development Studies.

Because of this difference in characteristics, project implementers may need to cover part of the project costs incurred depending on the scale and content of their projects under the JPP, which was not requested before under the initial JPP.

As for the second factor behind the requests from the NGOs, it is pointed out by NGOs that despite such a difference (in characteristics between the JPP and the initial JPP), the low ceiling on the monthly payable amount of direct personnel costs makes it difficult for NGOs to mobilize human resources who are truly needed for their project activities. NGOs cite that community-based grassroots projects that are fine-tuned to accommodate the local needs and situations call for long-term assignments of highly skilled assistance practitioners as an essential element. However, it is often very difficult to allocate such highly-skilled experts with the limited amount for direct personnel costs set forth under JPP, and potential implementing organizations of JPP projects are often unable to afford to cover the shortfall in funds in many cases due to their difficult financial status.

If these conditions are prevalent in many NGOs, it may be necessary to review the current framework. It would be problematic if NGOs had to have second thoughts about proposing JPP projects or had difficulty mobilizing skilled human resources, even if it is named as joint partnership.

At any rate, the current framework of the JPP (its position on personnel costs) primarily stems from its characteristics as joint partnership, and not from other factors (e.g., the alleged low evaluation by JICA

²⁰ the initial JPP application guidelines for 2001.

of the levels of NGOs' expertise). This understanding should be shared by all the people involved in the JPP, especially NGO staff and other stakeholders. Based on this common understanding, it is necessary to check the current framework; whether it is serving the original purpose of the JPP to "encourage and promote public participation in international cooperation" (the JICA Law).

(3) Suggestions for improvement

Based on the analysis above, the current caps on project costs and direct personnel costs covered by JICA, together with the cost sharing between project implementation organizations and JICA associated with such ceilings, have some relevance given the characteristics of the JPP and joint partnership. At the same time, reducing the financial burden on implementing organizations in the context of the purpose of the JPP to "encourage and promote public participation in international cooperation" might make it easier for such organizations to implement activities on their own initiative and assign necessary human resources to these activities. These two perspectives suggest that it is necessary to review the ceilings within the budget allocations to the JPP, including possible changes to the rate of current cost sharing between project implementing organizations and JICA.

5-3-2 Taking into consideration of Project period

(1) Areas for improvement identified

The NGOs suggest that JICA should consider extending the maximum project period of three years under the current framework of the JPP. They also stress the need for measures with which JICA can continue its support so that the outcomes of JPP projects will be maintained and even developed in the post-project setting.

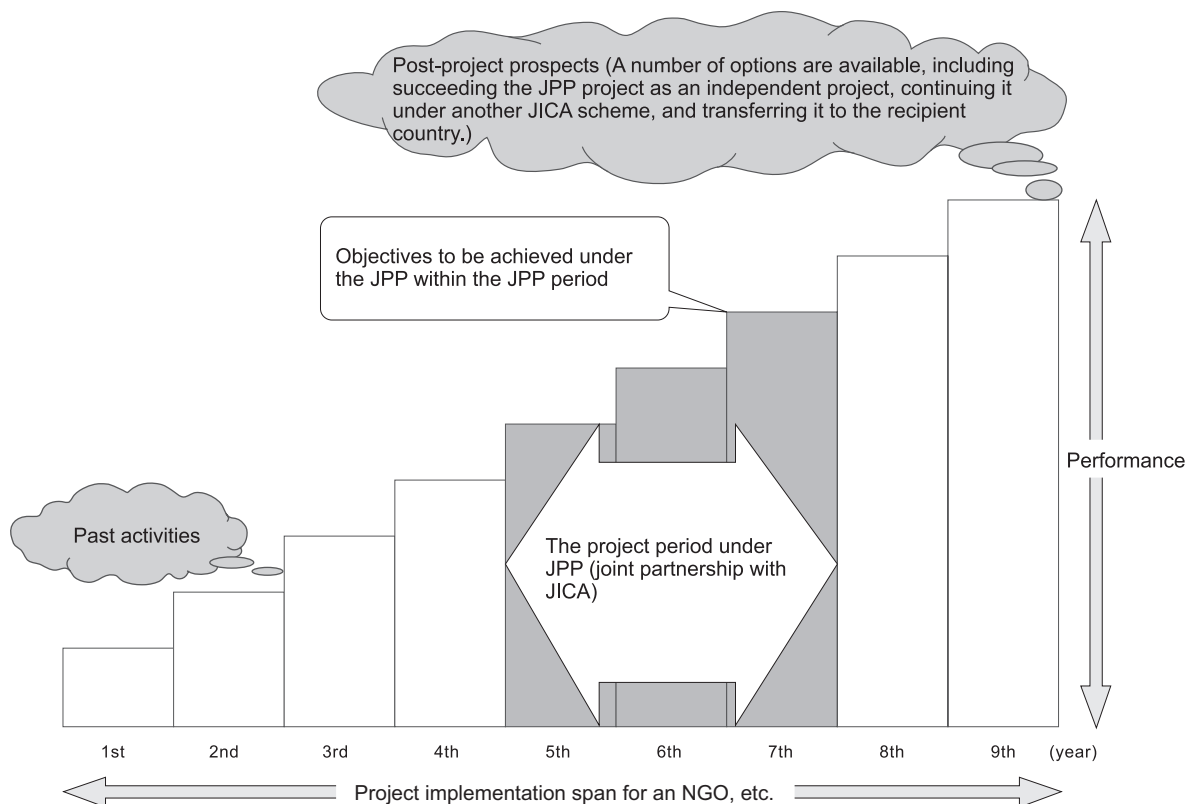
(2) Analyzing the areas for improvement

Behind the request for extended project periods lies the unique feature of grassroots-type projects, as noted earlier in the context of direct personnel costs covered by JICA. The unique feature is that project activities proposed by NGOs and others are often aimed at making direct approaches to local communities and encourage changes in their awareness and behavior, which requires persistent and long-term commitment on the part of project implementing organizations in order to achieve positive outcomes, as already proved so in this study. The NGOs have also pointed out that JICA should also continue its support so that the outcomes of successful JPP projects will be maintained and even developed even after such projects are completed, as one of the measures to continue support from JICA.

The current framework of the JPP has set the maximum project period at three years based on the experience in the initial JPP. There are two major reasons for this. First, the JPP is designed to support only part of the activities that NGOs and other organizations implement on a sustainable basis. Second, JICA wants to provide a wide range of organizations with opportunities to participate in the JPP.

In relation to the first reason, it is worth noting again that the JPP has been established to "encourage and promote public participation in international cooperation" as the JICA Law states. The basic principle here is that JICA supports voluntary activities that project implementing organizations conduct on their own initiative. Based on this principle, implementing agencies and JICA join forces to formulate collaboration projects by making good use of each other's knowledge. Within the framework of joint partnership, JICA covers part of the project costs incurred. In relation to the project period, JICA essentially supports only part of the activities that NGOs and others conduct on a sustainable manner, focusing on a set of activities that is designed to achieve outcomes with defined objectives and within a

Figure 5-1 Perspective of The JPP project period

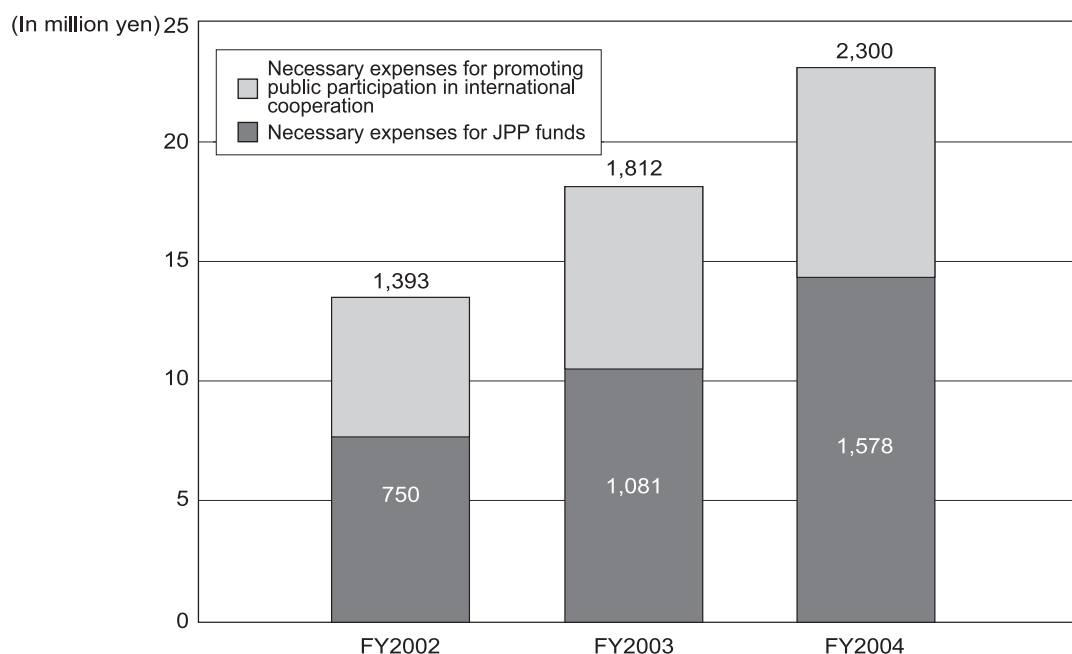


Source: Compiled by the Office of Citizen Participation, Training Affairs and Citizen Participation Department, JICA

defined period of time. In other words, NGOs and other organizations are supposed to propose—on their own initiative—a set of activities with the objectives and target outcomes that are attainable within a period of up to three years as JPP projects. In fact, JICA has been explaining to the potential applicants to the JPP that in order to be applicable, they need to identify the “outcomes of their past projects, including improvement opportunities” and the “objectives and target outcomes under the JPP” and then set the project purpose, target outputs, and prospects for sustainability and project development (Figure 5-1). For these reasons, extending the project period does not fit the purpose of the JPP.

As for the second reason, it should be remembered that emphasis is placed on providing a wide range of organizations with opportunities to participate in the JPP while ensuring that a few organizations will not receive disproportionate funds because JPP is financed by the ODA budget, in other words, public funds. Although budget applications for the JPP increased from 952.45 million yen in 2002, the initial year that it was adopted, to 1,578.07 million yen in 2004, they are not expected to rise significantly at least over the short term due in part to the shrinking budget for JICA as a whole (Figure 5-2). Extending the project period for many JPP projects under these circumstances would result in JICA supporting a few organizations over an extended period of time. That would in turn reduce the number of new projects to be launched under the JPP. In the past five screenings, more than two-thirds of the applicants to the Grassroots Partnership Type of the JPP were rejected. If JICA extended the project period, it would greatly be a slimmer chance for JPP applicants (Table 5-2).

Figure 5-2 Changes in expenses for promoting public participation in international cooperation and JPP funds



	FY2002	FY2003	FY2004
Expenses for promoting public participation in international cooperation (Estimates)	1,393	1,812	2,300
JICA's overall budget (subsidies)	168,855	164,006	161,206

Source: Compiled by the Office of Citizen Participation, Training Affairs and Citizen Participation Department, JICA.

Table 5-2 The Numbers of Applicants to the Grassroots Partnership Type of JPP and Successful Applicants

	No. of applicants	No. of successful applicants
FY2002 screening	39	15
FY2003 1st screening	47	15
FY2003 2nd screening	45	8
FY2004 1st screening	34	10
FY2004 2nd screening	31	4 (as of March 2005)

Source: Compiled by the Office of Citizen Participation, Training Affairs and Citizen Participation Department, JICA.

(3) Suggestions for improvement

Extending the maximum project period of three years across the board goes against the purpose of the JPP; it is also difficult in terms of budgetary constraints and equal opportunity. Still, it is worth exploring the possibility of ensuring the continuation of a JPP project under certain conditions if it is deemed necessary to develop its outcomes. For instance, it might be a viable option for JICA to examine the need for continuing or further building on a JPP project at terminal evaluation and continue its support for the project within the budget allocations to the JPP, if additional activities are deemed necessary to

complement the original project plans. The period of such additional support should be up to one year, nevertheless, given the maximum project period of three years for the JPP already allowed, budgetary constraints, and the principle of equal opportunity. In addition, It is necessary to clearly define the criteria for examining the need for continuing or building on a JPP project at terminal evaluation and establish the rules for such additional support for project management and development.

5-3-3 Understanding the process-oriented activities

(1) Areas for improvement identified

JICA projects are evaluated according to 5 items for DAC evaluation criteria: Relevance, Effectiveness, Efficiency, Impact, and Sustainability and development.²¹ In addition to these criteria, grassroots-type projects call for other criteria for properly evaluating activities that stress the process, including awareness and behavioral changes among local people. These additional criteria should be considered for the JPP as well.

(2) Analyzing the areas for improvement

The need for such additional criteria had already been pointed out by NGO representatives in the Study Group before this study. In the Outstanding Areas for Improvement in NGO-JICA Collaboration Programs Based on the 77 proposed items they called for JICA to properly evaluate the activities unique to grassroots-type projects. These NGOs make direct approaches to local communities and place a high value on the process, including awareness and behavioral changes of local people. Although such activities can be evaluated qualitatively, they may defy quantitative evaluation.

In this study also, the need for setting additional evaluation criteria and perspectives is stressed in the context of examining the need for continuing or developing on JPP projects at terminal evaluation. This is because when JICA conducts such examination and considers additional support where appropriate, it needs to also consider means to properly evaluate activities that involve communities and the outcomes of such activities.

The current framework of the JPP provides a standard form for assessing the project outcomes in a comprehensive manner. The form includes columns for “changes” for monitoring purposes and those for “implemented activities and their outcomes that warrant special mention (but have no direct bearing on the project purpose)” for evaluation purposes (see Table 5-3). This form is designed to monitor the changes outside the scope of the original project plans as much as possible, because it is likely that grassroots-type projects will produce unexpected outcomes and implications that will in turn call for changes to the original project plans.

The Project for improving public primary education with the objective of bringing all children to primary schools, which is being implemented in Nepal under the category of Grassroots Partnership Type of JPP, provide a good example in this regard. This project assigned volunteer teachers to primary schools to make up for the inadequate number of teachers. On the outcomes of this activity, the project implementing organization reported in this monitoring sheet: “Thanks to these volunteer teachers, the schools came to start the lessons on time and provided regular and adequate lessons. Under the improved education environment, many children now come to school regularly.”²² This monitoring sheet allowed the implementing organization to report not only on the direct outcomes of this activities—notably

²¹ See Office of Evaluation and Post Project Monitoring, Planning and Evaluation Department, JICA (2004).

²² Excerpts from 2003 Nendo Gyomu Kanryo Hokokusho (Tochu Nenji) [project completion report for FY2003]. The project implementing organization is Save the Children Japan.

Table 5-3 JPP Monitoring Sheet

1. Recipient country / project title					
2. Name of project implementing organization				(Reported by:)	
3. Report on activities					
Short-term target No. 1					
Indicators	Planned activities	Activities implemented (Period)	Outcomes (Changes resulting from the activities)	Problems; issues that warrant special mention	Suggestions for improvement (including requests to JICA)
•	•	•	•	•	•
Short-term target No. 2					
Indicators	Planned activities	Activities implemented (Period)	Outcomes (Changes resulting from the activities)	Problems; issues that warrant special mention	Suggestions for improvement (including requests to JICA)
•	•	•	•	•	•
4. Outline of the next quarterly plan			•		
5. Other matters warranting special mention (including security measures)			•		

* Attach one or more pictures that show the activities or the situation in the field if any (no format defined).

Source: JICA Partnership Program. "Monitaringu to Hyoka ni Tsuite [monitoring and evaluation]," Jisshi no Tebiki shu [a collection of operational handbooks].

(Downloadable at <http://www.jica.go.jp/partner/tebiki.html>)

the improved enrollment rate—but also on the positive implications—improvements in the educational environment.

(3) Suggestions for improvement

In this way, the current standard forms for monitoring, evaluation and other purposes are designed to cover the outcomes and changes stemming from project activities as much as possible. Yet there is still room for improvement. More can be done to clarify what to enter in such forms and what entries are needed for assessing the progress and outcomes of the project as a whole and conducting appropriate monitoring and evaluation, based on this study. Improvements to these standard forms are necessary also in the context of considering additional evaluation criteria and perspectives that allow for cross-project assessment of the outcomes of grassroots-type projects, which emphasize development processes, including capacity development for the counterparts, community empowerment, and behavioral changes in local people. Improvement of standard forms for monitoring and evaluation for such activities is also needed. In considering such evaluation criteria/perspectives and standard forms, it is useful to take advantage of the knowledge acquired by the NGO-JICA Evaluation Subcommittee under the NGO-JICA Council, in addition to the information obtained from the completed projects under the JPP.

5-3-4 Collaborative relationship between NGOs and JICA and the framework for collaboration project management

(1) Identified areas for improvement

In this study, it has been pointed out that the manner of project management and information sharing among the stakeholders in project formulation and implementation has a significant impact on the project outcomes. The requirements in the context of the JPP also include “a clear division of roles among the many stakeholders” and “the process of discussion and information sharing between project implementing organizations and JICA” in terms of a concept of the framework for project management and the relationship between NGOs and JICA. In other words, the clear mutual understanding of roles, appropriate framework for project management and information sharing by both NGOs and JICA are required.

In addition, this study have confirmed that collaborative relationship that produces synergy between NGOs and JICA benefits both sides. It can be expected that utilizing the JPP is a method in order to build such a relationship.

(2) Analyzing the areas for improvement

Above-mentioned opinions are derived from revalidation of a number of case studies. Close dialogue and sharing information among project stakeholders, which are essential factors in the process of project formulation and implementation, not only promote the smooth operation of activities but also help to innovate unexpected ideas. There is an example of that sharing information among project stakeholders made project activities successful. The initial JPP project (Bangladesh-Empowerment) formally known as the “Participatory Rural Development Project Through Empowerment of the Poor and the Linkage with Local Public Resources”²³ has shown that information sharing among the project stakeholders ensured smooth project implementation. In this project, the implementing organization and JICA spent enough time for discussion and dialogue. A high level of such mutual understanding facilitated the project launch. Another initial JPP project titled “Participatory Rural Development Project for Improving Access to Primary Education in Cambodia”²⁴ (Cambodia-PE) has demonstrated that close information sharing among the project stakeholders may lead to better use of each other’s knowledge and expertise and even spawn innovative ideas. In this project, the NGO provided JICA with valuable information on the actual situation of primary education in rural areas and the roles of Buddhist monks in rural communities. Thanks in large part to this information, JICA was able to formulate a cooperation program. This kind of information could not have been obtained without the trustful relationship with local communities the NGO had built through years of activities in Cambodia.

This study also reconfirmed that building and developing collaboration relationship between NGOs and JICA can achieve synergy that builds on each other’s strengths and complement each other’s weaknesses. As already discussed in Chapter 4, NGOs generally focus on directly benefiting local communities and has the advantage in gathering information directly from local people and organizing them. Their weakness often lies, however, in spreading the successful project outcomes in a wider area and maintaining project sustainability, due to their limited financial resources, and other factors. In addition, it is often difficult for NGOs to influence policies at the national level because recipient government officials usually do not take much of NGOs and their activities. In contrast, JICA’s activities, notably technical cooperation projects, can cover a wide range of sectors and a wide geographical area by taking advantage of its networks

²³ See Table 1-8.

²⁴ See Table 1-16.

that involve many counterparts at various levels, from the central government all the way down to local authorities. Yet JICA does not afford to follow up the beneficial effects of its projects at the individual level in local communities.

Based on these discussions, case studies of the initial JPP projects have shown that a Composite Approach that ensures collaboration between NGO and JICA projects plays an important role in boosting the impact of each other's independent projects. For example, JICA can benefit from the field-based information that NGOs have gathered. By taking advantage of its networks of JICA mission experts and others, JICA can feed such information back to the recipient country's decision-making processes in the relevant sector and thus provide policy support that better reflects the realities in the local communities. NGOs, for their part, can ensure project sustainability by receiving support from the government authorities.

In each JPP project, efforts are now being made to ensure that the project implementing organization and JICA can share information and have common understanding. In this context, the implementation of joint monitoring and evaluation by JICA and project implementing NGOs, with the use of standard forms plays a significant role in promoting information sharing among the project stakeholders of implementing organizations and JICA. These standard forms have been serving to achieve flexible project management that combines the Process Approach and Result-Based Management (project management according to a logical framework): Specifically they serve;

- (i) To respond to promptly any adjustments to the original plan in order to take advantage of grassroots projects, which excel in flexibly accommodating the needs of the beneficiaries and reviewing the project components and activities as appropriate.
- (ii) To encourage both the project implementing agencies and JICA to share and complement each other's knowledge and expertise so as to facilitate project management and achieve a clear division of duties through information sharing among project stakeholders in and outside of Japan.
- (iii) To share the common understanding of the course of action and promote consultations regarding an outlook of such actions.

(3) Suggestions for improvement

As the analysis above has shown, the success factors for a JPP project include: (i) making full use of the existing mechanisms; (ii) promoting information sharing between the project implementing organization and JICA on each project; and (iii) improving the project management framework. It is true, however, that improvements only in the institutional and procedural aspects are insufficient. The project stakeholders also need to understand and act on the value of collaboration, or more specifically the notion that has been substantiated by the case studies: "the advantages of collaboration will be enhanced when NGOs and JICA take more opportunities to share knowledge between their respective networks and exchange views actively in their respective decision-making." In short, the awareness and behavioral changes of the project stakeholders are also required.

It is also important to build a collaborative NGO-JICA relationship that makes good use of the advantages of the collaboration through the JPP with a view to achieving the Composite Approach. There are many avenues to that end. For example, it is possible to make a JPP project fit within the JICA Country Program and align it with JICA's technical project(s) as if these projects were part of an assistance package that goes under one program. Another possibility is for an NGO to work together with JICA through a JPP project to make direct approaches to the governmental authorities in the recipient country, which would be difficult with the NGO acting alone. The third possibility is to integrate a JPP project into the JICA Country Program, use it as a clearinghouse for field-based information, and promote developing

its outcomes and implications before or after it is completed by formulating another relevant project. The fourth possibility is to give a second chance to the unsuccessful applicants to the JPP, so that among the proposals implementing organizations that have been screened out, those deemed to possess sufficient knowledge and experience to benefit recipient countries through their activities can have their proposals implemented under another scheme of JICA.

5-4 Suggestions for Improving PROTECO and Other Programs

The preceding section (5-3) focused on how JICA and NGOs should work together under the JPP, which is designed to promote public participation in international cooperation. It is also worth exploring better collaboration and cooperation between JICA and NGOs under other JICA schemes, including PROTECO and Technical Cooperation Project. The value of such collaboration and cooperation for JICA lies in the opportunities to take advantage of the knowledge of universities and other institutions as well as NGOs that have technical skills and expertise to work in the field, and in actively incorporating them into its projects so as to manage its projects more effectively and efficiently and promote the principle of Field Based Management. The benefit for NGOs and universities lies in the fact that they are given more opportunities to participate in international cooperation.

The following subsections try to identify the opportunities for improving the management frameworks for PROTECO and other technical cooperation schemes in the context of taking advantage of the strengths of NGOs and JICA.

5-4-1 Suggestions for Improving PROTECO

PROTECO was introduced in 2002 as a technical cooperation program under which project implementing organizations and JICA work together to formulate projects. By the end of December 2004, JICA issued a total of 14 public notices soliciting project proposals. Of them, eight public notices resulted in the conclusion of a project contract.

Among the technical cooperation programs, PROTECO is highly evaluated by NGOs and others as having a mechanism for respecting the initiative of non-governmental entities as much as possible. Yet some NGOs claim that PROTECO invites few project proposals in sectors they enjoy comparative advantages. They also note that there are some confusions as to the characterization and operational rules of PROTECO. As if to substantiate these claims, PROTECO is now underused in relative terms.

However, it is too early to evaluate this program because all the PROTECO projects have just started and none of them are completed yet. That being said, the areas for improvement are being identified based on the experience to date. Coordination on these areas are not always easy because the adoption of regular technical cooperation projects, including PROTECO projects, are within the domain of the central government and because various stakeholders, including ministries and agencies, are involved in the decision-making for these projects. Still, it is worth providing a basis for discussion toward future review of PROTECO as shown below:

(1) Promoting mutual understanding between NGOs and JICA regarding the implementation of technical cooperation projects based on proposals from NGOs

Under PROTECO, JICA first selects, from the development issues and potential project opportunities with the need for assistance in recipient countries, those for which the participation of NGOs and other organizations in Japan is of significant value. Second, it solicits proposals on these issues and opportunities from them. Third, it formulates projects jointly with the organizations that have made successful

proposals. Finally, it entrusts project implementation to them.

There seem to be differences in expectations for PROTECO between NGOs and JICA. NGOs generally try to reflect their initiative and policy in PROTECO projects, while JICA tends to give priority to effective and efficient project implementations in the face of budgetary constraints. In fact, there have been some cases in which NGOs and JICA spent tremendous time and energy in ironing out their differences at the project formulation and implementation stages.

This points out the need for promoting mutual understanding of the roles that NGOs and JICA each can play and actions that each can take in each phase of PROTECO projects, including project formulation, ex-ante evaluation, and project implementation. It is essential especially for NGOs and JICA to have meticulous consultations on the approaches and methods in relation to project design.

(2) Selecting the issues (programs) and potential project opportunities where the experience and expertise of NGOs can be put to good use

PROTECO tends to focus on sectors that NGOs do not enjoy comparative advantages partly because there are some mismatches in sectors and approaches for development cooperation between JICA and NGOs. To reduce such mismatches, close dialogue and information sharing are vital. Yet efforts should be made not only to reduce such mismatches but also to identify project opportunities. To that end, the following avenues are worth considering.

1) Exploring the possibility of continuing with the ongoing JPP/the initial JPP projects

Some ongoing JPP/the initial JPP projects have produced outcomes that are so successful that they should be applied at the national level. It is important to explore the possibility of these projects being succeeded by technical cooperation projects, including PROTECO projects depending on the requests of the recipient governments and the project implementing organizations. In fact, there is already an example of such succession (the Project for Sustainable Arsenic Mitigation under the Integrated Local Government System).

2) Transferring project proposals to the JPP to other JICA schemes

The project proposals ever made to the Grassroots Partnership Type of JPP include those that can be implemented within the framework of technical cooperation. It is feasible to consider transferring such proposals to PROTECO or another JICA scheme whereby JICA contracts out a project formulation on the specified development issue in the specified recipient country to a business firms, NGO and the like. Such transfer can, however, be made only on condition of approval by the recipient government, the ODA task force of Japan in the recipient country, and the organization that have made the proposal. Other requirements for such transfer include the process of coordination and consensus building between the recipient government and Japan's ministries and agencies concerned, and contract procedures that ensure transparency.

3) Publicly advertising a JICA cooperation program and soliciting proposals for technical cooperation projects that fit the advertised program

Another avenue is to publicly advertise a JICA cooperation program that is in operation or in the formulation stage and invite proposals for technical cooperation projects (including those categorized in PROTECO) that fit the advertised program. This option would provide more opportunities for NGOs, which in turn would help create better matches in sectors for development cooperation

between JICA and NGOs. The prerequisites for this option include a clear distinction between proposal-based projects and request-based projects, as well as consultation and coordination with the institutions concerned.

4) Making better use of PROTECO in preparatory study of needs surveys for project formation

Every year JICA conducts preparatory study of needs surveys for the main purpose of gathering information on development needs for assistance in developing countries. Some of them are designed to support project formulation. Such surveys for which the use of the expertise of NGOs, universities and other organizations is deemed possible or desirable can be implemented as PROTECO projects where appropriate.

5-4-2 Other Suggestions for Improvement

The case studies showed that “multiple project effects” will likely to be generated by combining two different types of approaches: direct approaches to local communities while taking advantage of local human resources and information; and approaches to various levels of the government sector, ranging from the central government all the way down to local authorities, that JICA usually takes.

To achieve multiple project effects, JICA should consider a number of avenues, including: (i) inviting people with experience in NGO activities to participate in JICA study missions under such schemes as Technical Cooperation Project and Development Study as well as PROTECO at the soliciting stage; (ii) promoting joint ventures that involve both NGOs and development consultants. NGOs, for their part, can make project proposals jointly with development consultants and work with them to implement adopted projects so as to expand their activities.

Appendix: Other Donors' Collaboration Schemes with NGOs with Focus on Their Features¹

1. UK Department for International Development (DFID)

UK Department for International Development (DFID) maintains partnerships in international cooperation with not only international development NGOs but other civil society organizations (CSOs)², including trade unions, community-based organizations, and religious faith groups. DFID's guiding principle for civil society assistance is that civil society in developing countries themselves should be involved in the development decision-making processes in its respective country for their own poverty reduction. In fact, DFID is shifting to direct assistance from its country offices to local NGOs in developing countries.³ In line with this trends, British NGOs are making a shift in its focus to strategic assistance. NGOs in the North can receive support from DFID on condition that they play a role in ensuring that the poor and the public at large in recipient countries have a say in the decision-making processes for development policies and thus put efforts to make interventions to that end. Development policies of DFID, therefore, do not contain such expressions as "support for British NGOs" as their objectives. Funds provided by DFID to British NGOs stand at 223 million pounds⁴ in FY2002, an increase of 32% from FY1996. Budget allocations for NGOs accounted for about 6.5% of the total budget of DFID in FY2001.⁵

In 2001, DFID reviewed the existing comprehensive grants assistance scheme and launched a new funding scheme called "Partnership Programme Agreements (PPAs)" in the areas of development and poverty reduction. PPAs allow DFID to establish strategic partnerships with British NGOs—including professional, community and religious faith groups, and trade unions—in the UK. This comprehensive funding scheme calls for partner NGOs to establish only a general framework, including performance indicators, methods for evaluation and monitoring, and financial arrangements that do not specify the purposes of the grants, or detailed expenditures, and require only a project completion report.⁶ PPAs generally last three to five years and provide funds to NGOs that are deemed capable of producing

¹ The appendix has been compiled by the Study Group Secretariat (Research Group, JICA-IFIC), based primarily on the information on the websites of the donors and the references listed in the end of this report, concerning the collaboration schemes of those donors with NGOs and their features. For more detailed information, see IC Net Limited (2004) [a research under contract to Non Governmental Organizations Assistance Division, Economic Cooperation Bureau, Ministry of Foreign Affairs], and RIETI (2004).

² DFID refers to this kind of organizations as civil society organizations (CSOs). Different donors define NGOs different. To avoid unnecessary confusion, this report uses the term "NGO" which includes CSOs.

³ A number of factors underlie this trend, including: (i) the mainstreaming of development ownership by developing countries; (ii) the encouragement of the involvement of civil society in developing countries in the Poverty Reduction Strategy (PRS) and the Comprehensive Development Framework (CDF); and (iii) doubts about the value of NGOs in the North implementing field activities in the South in terms of efficiency, in light of the move that more local NGOs gain power and capacity to manage themselves. See RIETI (2004) pp.80-86.

⁴ About 194 yen to the pound (as of January 27, 2005).

⁵ IC Net Limited (2004) pp. 2-19.

⁶ RIETI (2004) pp. 80-86. IC Net Limited (2004) p. 2-19.

outcomes which meet the expectations of DFID's overall objectives.⁷

Other schemes include: (i) the Civil Society Challenge Fund (CSCF)⁸, a scheme for UK-based, non-profit organizations (NPOs) for development assistance, that supports specific projects aimed at capacity building for NGOs in the South on each single project basis; (ii) the Small Grant Scheme, which supports all kinds of development activities by CSOs and religious faith groups; (iii) the Development Awareness Fund, which is open to any UK-based organization or network which shares DFID's commitment to raising awareness and understanding of development issues for the British people; and (iv) the Orissa Civil Society and Poverty Programme, which supports NGOs that are registered under the Foreign Contributions Act of 1976, based in Orissa, India, and have been in existence for a minimum of 5 years, in achieving the Millennium Development Goals (MDGs) and other international development goals.

In 2002, DFID launched "Strategic Grant Agreements (SGAs)," to take initiative in a new field. SGAs targets British NGOs for whom international development is not their main focus, but that it deemed to have the potential for helping reduce poverty effectively. SGAs are already in place with the Trades Union Congress, the British Medical Association, the Chartered Institute of Public Finance and Accountancy, the Local Government Alliance for International Development, and other organizations. DFID wishes to promote the development of UK NGOs that enjoy high-level expertise and vast experience and thus have the capacity to work efficiently in the field of international development with a view to contributing to the attainment of the MDGs. DFID's emphasis on the corporate social responsibility (CSR) of British companies doing business internationally played a part in establishing this scheme.

2. Canadian International Development Agency (CIDA)

Of Canada's total ODA funds for 2001, those provided to CSOs, including universities, NGOs and other non-governmental entities stood at 144 million Canadian dollars⁹, accounting for about 7.5%.¹⁰ Collaboration between CIDA and NGOs is largely achieved through two schemes: (i) partnership programs that support NGOs programs without requiring them to specify the purposes of the grants and details of the expenditures; and (ii) a scheme whereby NGOs implement programs/projects within the scope of CIDA's Country Focus Program under contract to CIDA.¹¹

In the first scheme, the Voluntary Sector Division of the Canadian Partnership Branch financially supports some 120 organizations, including NGOs, universities, collages, co-operatives, associations and professional organizations in conducting development activities on a program basis. The division also provides support for about 150 organizations on a project basis. Its programs often place certain limits to the grants and call for appropriate cost sharing by NGOs. The Projects and Innovation Unit supports short-term projects that Canadian NGOs engage in, through such schemes as the NGO Project Facility (which provides funds to projects that Canadian NGOs implement in sectors to which CIDA gives priority), the Environment and Sustainable Development Program, and the Canada Climate Change Development Fund.

⁷ International NGOs are also applicable to this scheme, although the organizations that have actually concluded PPAs with DFID so far are all those in the UK, including Oxfam, ActionAid, CAFOD, Christian Aid, and Save the Children UK. See IC Net Limited (2004) pp. 2-19.

⁸ Provision of goods and services is outside of the scope of CSCF. Only NGOs in the UK are eligible. CSCF largely targets small NGOs, as it can cover up to 100% of the project costs. See RIETI (2004) pp. 80-86; IC Net Limited (2004) pp. 2-19-2-20.

⁹ About 84 yen to the CAD (as of January 27, 2005).

¹⁰ IC Net Limited (2004) pp. 2-13.

¹¹ Institute for International Cooperation, JICA (1995) p. 76

A major feature of CIDA's partnership programs is that partnership with and capacity building (CB) of local NGOs are part of the criteria for funding Canadian NGOs. Among the partnership programs is the sector program, which funds Canadian NGOs that focus on Capacity Building (CB) of NGOs in developing countries in specific sectors, including agriculture, health, education, and good governance. The multi-sector program supports Canadian NGOs that implements activities for poverty reduction in a couple of sectors (many of such NGOs belong to global networks of international organizations or partners). The Universities and Colleges Program promotes CB for educational and training institutes in developing countries and make good use of knowledge and expertise of such institutes in Canada in training the human resources needed for development.

3. United States Agency for International Development (USAID)

The United States Agency for International Development (USAID) largely classifies NGOs into two types: local NGOs (local NGOs based in developing countries) and International PVOs (private voluntary organizations: US-based, private, and voluntary organizations engaged in international humanitarian and development assistance). USAID provides funds only to USAID-registered PVOs (including international PVOs). It is estimated that 20-30% of US ODA flows go through NGOs, showing that the status of PVOs as a major player in official government assistance of the United States is well established.¹²

The Office of Private Voluntary Cooperation (PVC), a USAID function in charge of promoting partnership with NGOs, and implementing and updating subsidiary programs, announced a new five-year strategy in 2002. The five-year plan sets out new development strategies that focuses on; building the capacities of local NGOs in countries to be emphasized strategically by USAID for qualitative improvement, and concentrating more private funds on development efforts through partnership between US NGOs and private businesses.¹³ Among the newly developed programs are the Capable Partners Program and the NGO Sector Strengthening Program. Both programs focus on qualitative improvement of the strategy, management, finance, and advocacy capacity of local NGOs, promotion of policy reform, and a linkage between local communities and the private sector. The main aid modalities are technical cooperation and grants.¹⁴ Other programs of the five-year strategy include: the Cooperative Development Program, which aims to strengthen co-operatives in developing countries; Ocean Freight Reimbursement and the Denton Program, which provide logistical support for PVOs that transport supplies to developing countries; ASHA (Office of American Schools and Hospitals Abroad), which helps to improve specific private and non-profit universities and high schools, libraries and health centers; and Small Project Assistance, which supports CB for communities and organizations in developing countries with USAID providing financial support and Peace Corps providing human resources and technical support.

4. Swedish International Development Cooperation Agency (Sida)

The Swedish International Development Cooperation Agency (Sida) identifies the objectives of its partnership with NGOs as promotion of the development of a democratic civil society in developing

¹² In 2002, the US government, including USAID and other institutions, provided a total of some 2.6 billion US dollars with US NGOs (RIETI (2004) pp. 8-10). Of the total USAID expenditures for FY2002, contributions to PVOs accounted for 37%, of which over 97% went to US PVOs and the rest to international PVOs (IC Net Limited (2004) p. 2-2).

¹³ RIETI (2004) pp. 16-17.

¹⁴ The Matching Grant Program no longer accept new applications for fund support. The remaining Matching Grants expire by March 2005.

countries and strengthening of the local partners. Sida adopts a unique fund allocation scheme.¹⁵ Under the supervision of the Department for Cooperation with NGOs and Humanitarian Assistance (SEKA), “project grant” funds are provided directly to 13 framework organizations (major NGOs in Sweden) under a long-term contract. Of these organizations, five designated umbrella organizations take charge of fund distribution to other organizations (totaling about 200) and applications for project grant funds from them to Sida (each NGO covers 20% of their development activities as a matter of principle). This system has been introduced to lessen the excessive workload on Sida resulting from applications from medium and small NGOs and associated management. An organization in Sweden that wants to receive project grants for the first time needs to submit an application to one of the umbrella organizations instead of Sida. In addition to project grants, Sida also offers information grants that cover the costs of public relations and campaigns for citizens awareness in Sweden.

For the past few years, Sida provided an annual average of 1.5 billion SEK¹⁶ in grants for the purpose of humanitarian assistance. Such grants are given to NGOs, as well as international institutions, the United Nations, other organizations and consultants in Sweden. Grants for humanitarian assistance do not require co-funding unlike those for general partnerships.

Other programs include: the Exchange Program, which provides opportunities for exchanges between NGOs in Sweden and organizations in partner countries engaging in the same sectors for their activities, with a view to promoting the development of civil society, international understanding, and friendly relations among nations (this program is co-managed by SEKA and PEO (Department for Personnel and Organization Development)); and the Lake Victoria Strategy, which has been launched to support sustainable development of the Lake Victoria Basin, which is adjustable to the economic activities done by local communities.

5. World Bank

Since 1981, the World Bank has established partnerships with a wide range of organizations, including community-based organizations, NGOs, citizens groups, labor unions, religious faith-based groups, and foundations. In relation to its policies, programs, research, and projects, the World Bank has offered many opportunities for dialogue with NGOs at various levels, including consultative meetings.¹⁷ Recent years have seen a remarkable growth in the number of partnerships with civil society organizations (CSOs). The proportion of World Bank-NGO partnership projects to all kinds of World Bank-financed projects jumped from 21.5% in 1990 to some 70% in 2002.

The World Bank funds NGOs through the Development Grant Facility (DGF). DGF offers two

¹⁵ Total fund allocations to NGOs in 2002 stood at some 900 million SEK, accounting for about 8.2% of total ODA. See the Sida website (accessed in October 2004) and IC Net Limited (2004) p. 2-33.

¹⁶ About 15 yen to the SEK (Sweden Krona) (as of January 27, 2005).

¹⁷ The World Bank stresses that these activities help to improve the quality of the Banks policies and projects, ensure transparency and accountability, and promote public understanding. For dialogue with NGOs at the global level, the Bank has the Joint Facilitation Committee in place. The Bank also hold World Bank-Civil Society Strategic Policy Workshops to offer opportunities for consultation and coordination on regional and sectoral issues, and constructive discussion on such issues as how to improve information exchange. Actors from Civil society in these workshops include NGOs, religious faith-based groups, civic groups, labor unions and foundations. At the national level, the Bank holds dialogues on the World Bank country strategy, sector studies, specific projects and programs. Such dialogue involves stakeholders in the recipient country and other donors. At its annual meetings also, the Bank holds dialogue and consultations with NGOs. For example, representatives from some 400 NGOs participated in a total of 25 seminars on various sectors and issues at the 2000 annual meeting. They also exchanged views for two hours with the World Bank President.

types of funds. One such type is Small Grant Funds, which support activities of NGOs in specified sectors, including environment, microcredit, post-conflict reconstruction and development, information and communication technology, human rights, gender, and innovative practice, with grants ranging from 15,000 to one million US dollars. The other is Trust Funds, which have been established to provide support for social development, poverty reduction, and other sectors, with contributions from developed countries such as the UK, the Netherlands, and Japan. To receive grants from the former, NGOs submit proposals directly to each Fund. To be eligible for the latter, however, NGOs have to conclude a partnership contract with the donor government and/or World Bank in advance. These Funds are diverse: some are committed to supporting NGOs only, while others offer funds to government institutions and private businesses. They provides funds at global, regional and country levels.

List of other donors' collaboration schemes with NGOs in other countries

UK (DFID)	
	1£ ≙ 194 yen (as of January 2005)
Scheme	Small Grant Scheme
Project period	Usually up to 3 years
Scale of fund	£100,000 (maximum amount per 1 case of project); £200,000 maximum per country
Target organization(s)	Religious faith groups for the purpose of development assistance and/or civil society organizations; except military groups
Purpose/goal	<ul style="list-style-type: none"> - Targeting activities that contribute to promotion of international development, economic sustainability, and peoples' welfare, and at the same time satisfying the following two points: - carrying out activities in accordance with DFID's development strategy and if possible, carrying out activities considering regional strategy - Promoting participation of residents of targeted areas as much as possible
URL	http://www.dfid.gov.uk/funding/smallgrant.asp
Scheme	Civil Society Challenge Fund
Project period	Maximum of Five years
Scale of fund	£500,000 maximum
Target organization(s)	UK-based NPOs; organization does not necessarily have to place international development as its priority
Purpose/goal	<ul style="list-style-type: none"> - Making efforts to build capacity of civil societies in the South so that they can participate in decision-making processes at both national and/or regional levels (this includes that: the poor should participate in the decision-making process concerning resource allocation; performance should be monitored; concerns of the poor should be reflected on the discussion at the national-level decision-making processes; poverty reduction strategy should be monitored) - In order for civil societies in the South to be able to participate actively and more effectively at the international level in the social matters, their relationships with international organizations and decision makers on policies should be improved through global scale advocacy - In order to make the poor recognize their human rights and other rights, the flow of information on civil rights and mechanisms for poverty eradication should be formulated - Innovative delivery of services should be provided
Other Features, comments	<ul style="list-style-type: none"> - Projects and seminars mainly focusing on the provision of goods and services, assistance in disasters/emergency states, scholarship, and research are excluded. - This is a scheme targeting small-scale NGOs because DFID funds can cover 100% of the project fund - Basically, there is no follow-up phase after the completion of the projects
URL	http://www.dfid.gov.uk/funding/civilsocietycf.asp
Scheme	Development Awareness Fund
Project period	3 years maximum
Scale of fund	£10,000 - 100,000; approx. £1 million - 1.5 million per year
Target organization(s)	Organizations/networks that carries out activities according to the purpose of DFID
Purpose/goal	<ul style="list-style-type: none"> - Assistancess will be provided to the activities that promote knowledge and understanding concerning development such as shown below: - Knowledge and understanding of visions and major challenges concerning poverty reduction and development of the developing country concerned - Understanding of mutual interdependence at the global level (especially that all citizens of the earth will be seriously affected unless the level of poverty is alleviated) - Understanding of and support for poverty reduction and the promotion of development (recognition of the outcomes of past efforts and possibility for further progress based on those outcomes) - Understanding the roles of individuals in development issues (creation of an environment where individuals are able to select their actions based on the existing conditions)
URL	http://www.dfid.gov.uk/funding/

Scheme	Orissa Civil Society and Poverty Programme
Project period	
Scale of fund	£20,000 maximum (there is a room to reconsider the amount depending on the conditions)
Target organization(s)	NGOs that are registered to Foreign Contributions (Regulation) Act 1976, has a foundation in Orissa state in the East of India for five years and longer, and constantly owns active assets with yearly accounting audit implemented
Purpose/goal	<ul style="list-style-type: none"> - This is a program under a long-term partnership between 4 states of India (Orissa, Andhra Pradesh, Madhya Pradesh, and West Bengal) and DFID for the purpose of achieving international development objectives in India. The objectives of this program are the following four: - Assistance to governance and financial reform - Promotion of human development - Sustainable livelihood improvement - Reinforcement of social integration, rights and empowerment - Screening criteria: past achievements of the organization and networks; placement of the priority especially on organizations that focus on CB of small-scale organizations at regionally remote areas, and commitment to activities leading to advocacy to reflect grassroots experimental and microscopic experiences on policies
URL	http://www.dfid.gov.uk/funding/
Canada (CIDA)	
1 CAD ≙ 84 yen (as of January 2005)	
Scheme	NGO Project Facility
Project period	3 years maximum in principle
Scale of fund	CAD5,000 (minimum per project) to 350,000 (maximum per fiscal year; when there is more than one project); the funds should not exceed 50% of the total funds obtained for overseas development activities from Canadian sources to the relevant NGO for a single fiscal year.
Target organization(s)	NGO/NPOs in Canada that have two or more years of overseas development experience, and that are able to share at least 1/3 of the project cost from the Canadian side.
Purpose/goal	<p>Goals:</p> <ul style="list-style-type: none"> - Assistance to Canadian NGO's for reaching their goals in the field of international development; promotion of innovative approaches - Promotion of Canadian people's understanding of, support for and participation in international development activities - assistance activities concerning capacity building among NGOs in developing countries require partnerships with them as prerequisites, and, at the same time, the country must be eligible as a target for CIDA assistance. The priority is given to projects for poverty reduction/eradication and projects that adopt innovative and participatory approaches. Projects that involve capacity building of the partners and organizations of the developing countries in accordance with their activity objectives are also given priority.
Other Features, comments	<ul style="list-style-type: none"> - All cases are required to achieve gender equality and environment consciousness. - Implementation of activities in collaboration with local NGOs is required. - It is possible to apply for a separate fund covering additional cost for promoting citizens' participation up to 10% of the actual project cost.
URL	http://www.acdi-cida.gc.ca/ngo/npf
Scheme	The Environment and Sustainable Development Program
Project period	
Scale of fund	Maximum of 75% of the fund from the Canadian side. i) exploratory funding (project formulation stage: within one year; CAD 10,000 to Asia and US; CAD 15,000 to Africa); ii) annual project funding (implementation stage: 3 years maximum and annual revision of the plan is required; CAD 75,000/project/year); iii) Multi-Year Project Funding (CAD 300,000 to NGO that achieved ii) for 3 years maximum; CAD100,000/year)
Target organization(s)	NGO/NPO/environmental organizations/similar networks in Canada that are carrying out activities for at least 2 years (including overseas project management)

List of other donors' collaboration schemes with NGOs in other countries

Purpose/goal	<ul style="list-style-type: none"> - Promotion of exchanging knowledge and expertise between Canadian environmental NGOs and NGOs in developing countries (focusing on reinforcement of capacity building concerning environmental management of civil society and organizations.) <criteria for eligible organizations > - Canadian NPO/NGOs whose basic policy is environmental conservation and are carrying out activities mainly to promote understanding of environmental issues from a global perspective - Those that have at least 2 years of experience in their activities in the environment sector in Canada - Those that are under stable financial conditions and able to submit audited financial statements - Those that have the ability to manage projects at the international-level
Other Features, comments	<ul style="list-style-type: none"> - They will be required to work with local NGOs - They must use at least 60% of the budget directly for local project costs. The rest of the budget can be used as administrative cost. - Individuals, governments, academic institutions, political parties, consulting companies, trade unions, and private business companies are not eligible to apply for the fund. - Projects only to conduct investigations, projects for academic purposes, projects for advocacy purposes, projects that focus on meetings and conferences that are not relevant to the project purposes, and projects that focus on organizations in the North rather than the South are not eligible.
URL	http://www.acdi-cida.gc.ca/ngo/npf
Scheme	Climate change development fund
Project period	Projects must end by March 2004
Scale of fundScale of fund	CAD 250,000 maximum
Target organization(s)	NGOs, business entities, educational institutions, associations for local self-governing bodies, expert teams, and international NGOs in Canada (based on the collaboration with partners in the South)
Purpose/goal	<ul style="list-style-type: none"> - To consider sustainable development and poverty reduction, and to promote activities to explore factors of climate changes and solve their effects, as well as to contribute to promotion of the achievement of goals stated under United Nations Framework Convention on Climate Change and Kyoto Protocol. - To assist the stakeholders who are carrying out activities for transferring knowledge on and scientific technology concerning environment to developing countries.
URL	http://www.acdi-cida.gc.ca/ngo/npf
US (USAID)	
Scheme	Matching Grant Programme
Project period	Up to FY 2005
Scale of fundScale of fund	
Target organization(s)	Private Voluntary Organizations (PVOs) that are engaging in capacity building of NGOs in developing countries
Purpose/goal	- To implement capacity building of US PVOs and their partners for the purpose of promoting development and humanitarian services
Other Features, comments	- The fund will be abolished when the continuing project up to FY2005 is completed.
URL	http://www.usaid.gov/our_work/cross-cutting_programs/private_voluntary_cooperation/mg.html
Scheme	Capable Partners Programme (CAP)
Project period	
Scale of fundScale of fund	

Target organization(s)	US PVO partners that are engaging in strengthening of NGOs and their networks in developing countries
Purpose/goal	<ul style="list-style-type: none"> - The project is part of the technical cooperation program of PVC, and the organization will, in collaboration with USAID's field mission, strengthen local NGOs and their networks. <p><Expected Outcomes ></p> <ul style="list-style-type: none"> - Reinforcement of sustainability of the NGOs and their networks - Promotion and utilization of highly effective development approaches by NGOs and their networks - Strengthening of capacity building for the purpose of gaining skills to address the issues that NGOs and their networks come across in the process of development - Improving environmental conditions by proposing legislative and policy reforms
Other Features, comments	- It is expected that relationships among international organizations, business entities, local governments, organizations in the developing countries will be enhanced.
URL	http://www.usaid.gov/our_work/cross-cutting/programs/private_voluntary_cooperation/cap.html
Scheme	Cooperative Development Programme
Project Period	
Scale of fundScale of fund	
Target organization(s)	Cooperative Development Organizations (CDOs) in the US
Purpose/goal	<ul style="list-style-type: none"> - To play a central role in conducting major activities focusing on strengthening the development of cooperative union system outside the US - Promotion of cooperative union system in developing countries and the countries where democracy has not yet been taken root - Improvement in performances of cooperative unions through technical cooperation, training and advice services - Promotion of establishing a long-term partnership between US CDOs and cooperative unions of the hosting countries - Expansion of activities concerning development of international cooperative unions by cooperative unions in the US and their members - Expansion of the foundation for investment by CDO development resources of the US and promotion of long-term sustainability of development of cooperative unions that carry out activities outside the US
Other Features, comments	<p><Major challenges></p> <ul style="list-style-type: none"> - Reinforcement of cooperative union law and regulations; governance on the basis of policies - Further diffusion of the principle of equal participation among people, which is a major factor for independence - Consistency in quality and scale - Reduction in dependency on outside assistance - Promote further understanding among US cooperative unions and their members on international development through the publication of the program
URL	http://www.usaid.gov/our_work/cross-cutting_programs/private_voluntary_cooperation/coop.html
Scheme	NGO Sector Strengthening Programme
Project Period	
Scale of fundScale of fund	
Target organization(s)	NGOs unique to local areas, NGO network organizations, Intermediate Service Organizations (ISOs)

List of other donors' collaboration schemes with NGOs in other countries

Purpose/goal	<ul style="list-style-type: none"> - To assist local NGOs, networks, and ISOs so that they can provide effective development services - To assist in activities to evaluate the constraining factors and opportunities that NGOs of each country, region and sector have in their implementation of original activities; to select organizations that may have the biggest influence on the local NGO sector, and to decide support methods that can bring about sustainable and cost effective development
Other Features, comments	- This is a program taking over the above Matching Grant Program (terminated in 2005)
URL	http://www.usaid.gov/our_work/cross-cutting_programs/private_voluntary_cooperation/ngo.html
Scheme	Ocean Freight Reimbursement Programme
Project Period	
Scale of fundScale of fund	
Target organization(s)	US PVOs (50 organizations per year)
Purpose/goal	- Issuing of permission for shipment of goods (medicine, farming tools, educational materials, construction equipment, etc.) to be used for development/ humanitarian assistance programs carried out in overseas by the beneficiaries through private funds
Other Features, comments	- USAID pays the cost for sea freight. PVOs play the role of handing over goods, storing, insurance servicing, coordinating local transportation, distribution, etc.
URL	http://www.usaid.gov/our_work/cross-cutting_programs/private_voluntary_cooperation/ofr.html
Scheme	Denton Programme
Project Period	When the US army storages have a room
Scale of fundScale of fund	
Target organization(s)	US citizens and organizations
Purpose/goal	- To give approval of using space of the US army air carrier when they have some room left unused, in order for US citizens and organizations to transport humanitarian assistance goods (Examples of the goods: clothing, food, medicine/educational materials, farming tools)
Other Features, comments	<ul style="list-style-type: none"> - As it is carried out only when the air carriers have some room, it is uncertain when the goods are transported. It is therefore not possible to give an assurance of transportation completion. - Although it is used in most areas in the world, it is more difficult to transport goods to distant places.
URL	http://www.usaid.gov/our_work/cross-cutting_programs/private_voluntary_cooperation/denton.html
Scheme	ASHA (American Schools and Hospitals Abroad)
Project Period	
Scale of fundScale of fund	Over 100 grants (25 new grants given every year)
Target organization(s)	Private/non-profit universities, high schools, libraries, and medical centers in the foreign countries
Purpose/goal	<ul style="list-style-type: none"> - To provide foreigners with information on the philosophy and practices of US education and medical services - To promote the major functional activities of education centers, such as cross cultural exchanges with the US, mutual understanding, and establishment of friendship between foreign countries and the US. - To promote development of civil society
Other Features, comments	<ul style="list-style-type: none"> - Since the commencement of the program, it has given assistance to 198 organizations in 62 countries, promoting development and maintenance of first class libraries, schools and medical centers. - Areas covered: Africa, Asia, Eurasia, Europe, South America, Caribbean, Middle East
URL	http://www.usaid.gov/our_work/cross-cutting_programs/asha/

Scheme	Small Project Assistance (SPA) /Peace Corps
Project Period	
Scale of fundScale of fund	
Target organization(s)	Local communities and organizations
Purpose/goal	<ul style="list-style-type: none"> - Aiming at strengthening the CB of local communities and organizations for the achievement of common goals - Peace Corps volunteers design and carry out a unique project. For example, they improve access to sanitary water, place latrines, maintain a water supply system, and receive training on the prevention of diseases caused by contaminated water. They also give assistance to the community so that they can carry out small-scale self-help activities. - Peace Corps volunteers give assistance to the establishment of new NGOs, strengthening of the existing NGOs, improvement of services provided to the neighboring communities.
Other Features, comments	- SPA management is carried out through encouragement for participation in the program by USAID and its missions. Peace Corps Volunteers apply for USAID fund through proposal process.
URL	http://www.usaid.gov/our_work/cross-cutting_programs/private_voluntary_cooperation/peacecorps.html
Swedish International Development Cooperation Agency (Sida)	
1 SEK ≙ 15 yen (as of January 2005)	
Scheme	Development cooperation programme of NGOs/General
Project Period	For several years
Scale of fundScale of fund	Approximately SEK 1 billion per year
Target organization(s)	NGOs that signed up for long-term contract with Sida among the major 13 Swedish NGOs (framework organizations)
Purpose/goal	<ul style="list-style-type: none"> - Target issues: improving the level of the living standards of the poor, economic growth, economic and social equilibrium, economic and political independence, democratic development, environmental conservation, gender equality, etc. - In order to reach common goals, Swedish organizations will carry out their missions in collaboration with their partners in the recipient country, sharing each others' technological information and resources.
Other Features, comments	- It is required to submit reports to Sida. As for the organizations receiving the fund of SEK 200,000 and above, audit of accounts by the auditor approved by Sida is conducted.
URL	http://www.Sida.se/Sida/jsp/polopoly.jsp?d=2347&a=26532
Scheme	Development cooperation programmes of NGOs/Lake Victoria Strategy
Project Period	
Scale of fundScale of fund	SEK 35 million maximum in FY 2003; SEK 40 million in FY 2004
Target organization(s)	NGOs (Framework NGOs: FO) and local NGOs
Purpose/goal	<ul style="list-style-type: none"> - Contributing to fair and sustainable development for the living of residents in the targeted communities. Details are: - Creation of environment required for the development of civil society - Promotion of creating opportunities for civil society to play active roles concerning the issues of community organizations, poverty, poverty reduction, democracy, and sustainable development. - Strengthening of collaboration among civil societies - Making efforts to prevent the spread of HIV/AIDS - Promotion of collaboration among the stakeholders and exchange between Sweden and communities surrounding Lake Victoria

List of other donors' collaboration schemes with NGOs in other countries

Other Features, comments	- Coordination is carried out within the overall cooperation framework with Framework Organizations
URL	http://www.Sida.se/Sida/jsp/polopoly.jsp?d=2805 http://www.Sida.se/Sida/jsp/polopoly.jsp?d=2347&a=20641
Scheme	Development cooperation programmes of NGOs / Exchange Programme
Project Period	Within 12 months
Scale of fundScale of fund	- Standard grant: used for at least 2 weeks of activities in Sweden and the targeted countries - Preparatory grants: corresponding to 80% of the basic fund; it allows the beneficiaries to travel for joint meeting(s) at the preparatory stage of the exchange programme (at least 4 pairs of people should participate in the meeting)
Target organization(s)	NGOs (FO), Swedish Association of Local Authorities and the National Board of Youth Affairs
Purpose/goal	<Expected Outcomes > - Democratic development with a sturdy civil society - Generating mutual benefit for both the targeted countries and Sweden; providing wider knowledge and promoting mutual understanding - Generating active contacts and stronger relationship between Sweden and civil societies of the targeted countries <Predicted concrete results> - Frequent contacts between Sweden and developing countries - Increase in the interests in and commitment to the new organizations for international development cooperation sector in Sweden
Other Features, comments	
URL	Guidelines for Sida's Exchange Programme (June 2001) http://www.Sida.se/Sida/jsp/polopoly.jsp?d=2347&a=19013
Scheme	Humanitarian Assistance
Project Period	
Scale of fundScale of fund	At least SEK 1 billion in total
Target organization(s)	Domestic and foreign NGOs and international organizations (UN humanitarian agencies, International Red Cross)
Purpose/goal	- To protect civilians and non-combatants for the purpose of alleviating damage to humans, as well as preventing it from occurring, for the purpose of protecting those who are in need of humanitarian assistance
URL	http://www.Sida.se/Sida/jsp/polopoly.jsp?d=2323&a=17656
World Bank	
1 US\$=103 yen (as of January 2005)	
Scheme	Small Grants Funds
Project Period	Depends on the category
Scale of fundScale of fund	Within the range from US\$ 150,000 to 1 million; the following are examples of the whole program and total amount provided; (amounts in parentheses indicates the average scale; all numerals are the amount as of FY 2002) - Small Grants Programme: US\$ 2.5 million (US\$ 4,000) - Development Marketplace (DM): global programme US\$ 13.5 million (US\$ 100,000); decentralized country-specific programme US\$ 2.5 million (US\$ 10,000) - Global Environment Facility (GEF): US\$ 20 million (less than US\$ 50,000) - Consultative Group to Assist the Poorest (CGAP): US\$ 5.3 million (US\$ 5,000 - 1.1 million) - Post-Conflict Fund: US\$ 7 million (US\$ 643,000) - Information for Development (InfoDev): US\$ 3.3 million (US\$ 46,000)
Target organization(s)	Depends on the category

Purpose/goal	<p><Examples of programmes></p> <ul style="list-style-type: none"> - Small Grants Programme: supports citizens' participatory activities under the leadership of local civil society organizations (CSOs); operated by 60 or more country offices - Development Marketplace (DM): assist in innovative and trustful civil society projects focusing on human rights, environment, gender, and development of small-scale business entities, etc. - Global Environment Facility (GEF): assist in activities that focus on the conservation of the global environment and diversity of living - Consultative Group to Assist the Poorest (CGAP): assist in integration of micro finance programs that were successful in the local field and extension of the scale of the initiatives taken by them - Post-Conflict Fund: fund to 36 post-conflict countries for reconstruction assistance - Information for Development (InfoDev): assist in knowledge management and information technology done by the global civil societies
Other Features, comments	<ul style="list-style-type: none"> - Block Grants are allocated to each fund every year by an institution called Development Grant Facility (DGF). The budget of DGF in FY 2003, allocated to 48 grant programs was US \$ 157 million - Grants are mainly grouped into Small Grants Funds and Trust Funds as shown in the above. - Most of the funds were provided and managed in partnership with donors of each country and the UN. Some grants are for simply supporting CSOs, and others are dealing with proposals from governmental agencies or business entities.
URL	http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/CSO/0,,contentMDK:20094251~menuPK:220439~pagePK:220503~piPK:220476~theSitePK:228717,00.html
Scheme	Trust Funds
Project Period	Depending on the categories
Scale of fundScale of fund	<p><Examples of programs></p> <ul style="list-style-type: none"> - Japan Social Development Fund (JSDF): overall scale is US\$ 95 million - Poverty Reduction Strategy Trust Fund (PRSTF): funds are established from US\$ 20 million from Netherlands and Japan (planned to be allocated between October 2001 and December 2005)
Target organization(s)	Depending on the categories
Purpose/goal	<p><Examples of funds></p> <ul style="list-style-type: none"> - Japan Social Development Fund (JSDF): It was established by the Japanese government and the World Bank in June 2000. In order to prevent poverty and adverse social influences from occurring by global economic crisis, such as the one that occurred between 1997 and 1999, governments, CSOs, and donors are required to make great efforts to take measures for poverty reduction. - Poverty Reduction Strategy Trust Fund (PRSTF): managed by the World Bank, UN, and other participating donors in PRSP targeted countries
Other Features, comments	<ul style="list-style-type: none"> - Block Grants are allocated every year to each fund by an institution called Development Grant Facility (DGF). Budget for DGF in FY2003, allocated to 48 grant programs, was US\$ 157 million. - Grants are mainly grouped into Small Grants Funds and Trust Funds. - Most of the funds were provided and managed in partnership with donors of each country, and the UN. Some grants are for simply supporting CSOs, and others are dealing with proposals from governmental agencies or business entities.
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Note: This table does not list up all schemes that each donor has. Only major programs were taken up.

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