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Managing International Cooperation Projects for Organizational Capacity Development:

A Design-Focused Case Study of the Egypt-Japan University of Science and Technology

Michael Barzelay^{*}, Masakatsu Okumoto[†], and Hideki Watanabe[‡]

Abstract

Becoming a more successful society, according to mainstream views about development, depends on strengthening organizations. For this reason, the intent of international development cooperation projects properly includes strengthening partner-organizations. However, development agencies face a decision-dilemma. To strengthen a partner-organization, the development agency needs to participate in its management process. On the other hand, such participation would foreseeably cause the partner-organization to become dependent on the development agency, weakening its capabilities. It is thus rational for a development agency to intervene, and it is rational not to intervene. This paper develops a purposive theory of organization-strengthening international development projects that brings this decision-dilemma to the fore, while also reporting and analyzing a specific case of such projects, named in the paper's sub-title. The design-focused case study shows how this decision-dilemma can be eased through by the use of a well-designed mechanism for participating in the management-process of partner-organizations during project operation. The paper's purposive theorizing and design-focused case study are meant not only to advance professional knowledge about strengthening partner-organizations as part of international development cooperation projects, but also to illustrate an emerging method for advancing professional knowledge about public management, generally.

Keywords: Developing organisational capacity, Project leadership, development project realization, project monitoring, design-focused case study

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1. Researching Development Projects with Organizational Capacity Development Intent

A mainstream view about development based on the capacity development perspective is that becoming a successful society depends on strengthening a society's organizations (Institute for International Cooperation, 2006; UNDP, 2009). By the time the Organisation for Economic Co-operation and Development (OECD)'s Development Assistance Committee (DAC) issued its Accra Declaration for Action (AAA) in 2008, which clearly declared “ *Capacity development – to build the ability of countries to manage their own futures – is at the heart of the AAA* ”, the capacity development agenda had undoubtedly become mainstream thoughts among the international development partners. Since development should take into account of issues at the individual, organizational, and societal levels comprehensively, development partners should consider the necessity of organizational development not only individual skill development. This claim is not as banal as it may appear out of context. Fifteen years ago, this idea was put forward in challenging mainstream development thinking, which had held that economic progress depended on solving technical challenges -- for example, in expanding irrigation and treating disease -- on monumental scales and diverse circumstances. This earlier paradigmatic belief was put into question on the basis that succeeding in solving technical challenges on the scale required depended on factors that were organizational and administrative in kind: factors such as marshalling stable political support within the governmental system, the structuring of careers, and the efficient management of resources. This line of argument was summed up in terms of organizational capability being a fundamental enabling factor in development (JICA Research Institute, 2006). The view that organizational capability is important to successful societies and their development has become self-evident, but is no less significant for that.

The Accepted doctrine is now that effective societies in partner countries depend on organizations that have the capacity to solve problems, operate programs effectively over the

course of time, sustained well beyond the point where international cooperation projects completed. The debate just summarized was instigated, transpired, and resolved in the institutional realm of development cooperation (UNDP, 2002; Mabuchi and Tsunoda, 2006; Miyoshi, et al., 2006; JICA Research Institute, 2006, 2008; UNDP, 2009; Hosono, et al., 2011; Sato, 2013). Given this context, the debate's resolution implied that organizational capacity development ought to become part of the intent of international cooperation projects whose mechanism-features include technical assistance. This implication was rationally straightforward; its further practical implications have been less so.

Over the past decade, experience has been gained with international cooperation projects that make organizational capacity development central to their intent. By way of illustration, Japan's institutions and instruments for international cooperation have been used in projects to strengthen the higher education sectors of partner countries, especially in the realm of technology and engineering; and those efforts have included the intent of organizational capacity development in universities.¹ A specific illustration of Japan's organization-strengthening higher education projects led to the founding and successful startup of a stand-alone university specializing in engineering research and post-graduate education in Egypt. These experiences are among those that offer the prospect of bringing to light the implications of a policy stance in favor of including organizational capacity development in the function and specific intent of international cooperation projects.

Turning this prospect of deeper understanding into reality involves research. A suitable form of research about international cooperation projects is the case study. This paper reports on a research case study in which the empirical phenomenon includes Japan's support for establishing the Egypt-Japan University of Science and Technology (E-JUST). The support from Japan was orchestrated by the Japan International Cooperation Agency (JICA). Its main

¹ See, https://www.jica.go.jp/english/news/focus_on/education/index.html. [Accessed: January 3, 2018.]

partners in Japan included Tokyo Institute of Technology, Waseda University, Kyoto University, Kyushu University and Ritsumeikan University². The partner in Egypt was E-JUST and its sponsors in the Ministry of Higher Education and the Ministry of Planning, and the Ministry of Investment and International Cooperation. As an empirical phenomenon, the establishment of E-JUST was a lengthy episode in which the process was first formalized in 2006. The implementation phase of Japan's project to support E-JUST's establishment began in 2008. The university has been up and running -- though in provisional facilities -- since 2010. The E-JUST-JICA-Japanese universities partnership remains intact and operating nearly a decade after its inception.

In broad terms, the aim of the case study is to clarify the implications of including organizational capacity development within the intent of international cooperation projects. However, as "clarify the implications" is not itself a clear idea, somewhat more needs to be said by way of preliminaries to this paper's report on the E-JUST case study.

The intent of the paper is to advance professional knowledge about organization-strengthening international cooperation projects. As a general matter, professional knowledge is rational, empirically-grounded argumentation about purposeful phenomena (Simon, 1996; van Aken, 2004). In intent, professional knowledge has intelligence-value at the point where professional practitioners encounter situations that requires problem-solving in the service of better realization of intent (van Aken, et al., 2007).

Advancing professional knowledge about purposeful phenomena has much in common with research conducted in social scientific disciplines (Bardach, 1994, 2004). For example, theorizing is involved in advancing either disciplinary or professional knowledge. Some of the same aspirational standards apply: such as closely integrating ideas recruited from differing

² In addition, Japanese Supporting University Consortium includes Hokkaido University, Tohoku University, Tokyo University, Keio University Nagoya University, Kyoto Institute of Tecnology, and Osaka University.

sources and keeping track of how lines of argument run from theory to case analysis and back again to theory. Another similarity between advancing disciplinary and professional knowledge is that explanatory research arguments about cases need to engage with ideas about causation that have clear meanings within identifiable traditions of social science research (Barzelay, 2007).

Nevertheless, there are some dissimilarities, as well, because, unlike disciplinary knowledge, professional knowledge is meant to have intelligence-value in the professional practice of problem-solving. Accordingly, theorizing about purposeful phenomena includes arguments about mainstream or alternative doctrines about intent, function, and design. Another difference is that case analysis can have intelligence-value, without their being used to make empirical generalizations, *as cases*, provided they are well-theorized and well-argued.

This paper reports on the case study of the Egypt-Japan University of Science and Technology.³ It introduces the empirical phenomenon of E-JUST's coming to be established with Japanese support and partnership. It develops a direction for purposive theorizing about such projects. It provides a detailed analysis of a feature of this project -- known as the Strategic TV Conference. This case-within-the case is offered up as a design-precedent (Lawson, 2004) that might be considered when partners in an international cooperation project become concerned about how deficits in organizational capability will be a limiting factor on their project's success, where the intent includes but is not limited to organization-strengthening.⁴

2. Establishing E-JUST: The Empirical Phenomenon (2006-9)

From the beginning of 2005, Japanese and Egyptian government officials engaged in increasingly serious bi-lateral diplomatic discussions over Japan's prospective support for

³ Appendix 1 discusses the data-collection, including interviews, archival review, and participant-observation by one co-author.

⁴ A glossary of analytical terms and names is presented in Appendix 2.

planning and establishing a research-intensive technological university in Egypt. In March 2006, the Government of Egypt and the Government of Japan announced that plans were afoot to establish such a university, namely, the Egypt-Japan University of Science and Technology (E-JUST). In substance, the idea of E-JUST included adapting what was seen from Egypt as Japan's successful model of post-graduate technological education and engineering research. The Japanese model included "lab-based education."⁵ The idea that E-JUST would include the Japanese learning system for engineering meant that the project would have to involve Japan's universities.

The mechanism that the Japanese government would use in supporting E-JUST's establishment was a technical cooperation project. Accordingly, the Japan International Cooperation Agency (JICA), the government's executive arm for Japanese Official Development Assistance, took the lead on behalf of the Japanese Government in 2006. Not much later, Egypt's minister of higher education set up a formal Advisory Committee on the Establishment of the Egypt-Japan University of Science and Technology.

When this advisory committee was formed in 2006, Professor Ahmed Abou-Ismael of Assiut University, in Upper Egypt, became its secretary-general. Unusually for Egyptian engineering academics, Abou-Ismael had earned his doctorate in Japan, at Tokyo Tech. Another committee member was Professor Ahmed B. Khairy. At the time, Professor Khairy was on leave from the faculty of engineering of Alexandria University, serving in Cairo as a First Undersecretary of the Ministry of Higher Education, overseeing cultural affairs and scholarships for the country's entire higher education system. In parallel, Khairy was involved in reforming Egypt's Academy of Science and Technology.

In addition to Abou-Ismael and Khairy, the Advisory Committee's membership included other engineering professors in Egypt. Two of them were early-career engineering academics

⁵ See glossary entry on lab-based education.

who had earned their PhDs outside Egypt: Dr. Amr El Tawil and Dr. Ahmed El Mahdy. Both had returned to Egypt to join the engineering faculty at Alexandria University. Furthermore, the Advisory Committee included a few industrialists, including Engineer Amir Wassef, owner of Unitel, as E-JUST was envisioned to collaborate with Egyptian firms in engineering design projects.

The true kick-off event for joint project preparation was a three-day conference held in Tokyo in mid-April 2007. The conference included site visits to Tokyo Tech and Waseda University. The meeting's immediate product was “results of discussions” report. It led off with a list of envisioned core attributes of E-JUST: being a governmental university based on the spirit of partnership between Egypt and Japan; being a research-oriented and graduate-focused university; and having the Japanese way of problem-based education and laboratory-based research. The report was specific about the target areas for developing research and graduate education: by way of illustration, these included micro mechatronics, robotics, medical robots in one area; and electronic and digital communication engineering and network security, in another area. The report took a firm view that the best location for E-JUST and its campus would be near Alexandria, in New Borg Al-Arab City, in an area that included a cluster of technology-oriented companies and that was anchored by the region’s new airport.

It took time for the next major steps to ensure. In February 2008, the Director General of Ministry of Foreign Affairs convened a meeting with the presidents of 12 leading Japanese Universities, formally requesting that they participate in the E-JUST endeavor as part of the Japanese University Supporting Consortium (JSUC) for E-JUST. In April 2008, a year after the Tokyo conference, representatives from these universities, the MOFA and JICA visited Egypt to conduct a first project preparatory mission. In July 2008, Egypt’s Ministry of Higher Education announced the formation of an Executive Committee for the project to establish E-JUST. The role of advisory committee secretary-general was supplanted by the role of committee chairman. Professor Khairy was appointed to this role.

By August 2008, the planning work for E-JUST by the Joint Preliminary Study Team was well advanced. The draft Record of Discussions outlined the responsibilities of the Egyptian government, which included the provision of Egyptian administrative personnel. It also defined the measures to be taken by JICA, such as dispatching Japanese experts to Egypt, providing the machinery and equipment for the new university, and training the Egyptian personnel in Japan.⁶ The draft Record of Discussions also included a master plan and a Project Design Matrix (PDM), a comprehensive document that specified the main goals, indicators and means of verification. In September 2008, the Egyptian Cabinet formally approved the establishment of E-JUST. In October 2008, a ceremony was held in Tokyo to celebrate the signature of the final Record of Discussions.

At the point where the technical assistance project was approved, the blueprint for E-JUST's formal organization was elaborately detailed for academic staff and their grouping into departments and larger units engaged in education and research. In comparison to the this institutional blueprint for E-JUST's "operating core" and "middle line" (Mintzberg, 1983), the one for its "superstructure" was sketchy, with only two definite features. First, the strategic apex would consist in the role of university president. Second, there would be a management board known as the university council, headed by the university president. There was no plan to form a major unit of the superstructure headed by an administrative professional called the university's "secretary general," a standard organizational feature of Egypt's public universities. The secretary general role's absence from the institutional blueprint reflected the advisory committee's wider view that E-JUST should *not* replicate patterns of governance found in the country's public universities.

During early 2009, E-JUST's superstructure consisted in an acting university council, headed by Professor Khairy as its chairman. The acting-status was to persist until the

⁶ http://open_jicareport.jica.go.jp/pdf/12037545_03.pdf, p. 120

envisioned Board of Trustees for E-JUST was put into place and began to function. The acting university council was organized into committees, along the same lines as the sub-committees of the executive committee. There was also considerable continuity in personnel.

During the first half of 2009, JICA's support for E-JUST's establishment transitioned from the task of project preparation to that of project implementation. The E-JUST start-up team included JICA's own newly formed project team. As presented, the team leader's role was to be the chief adviser to the chairman of acting university council. The individual chosen for the role was Dr. Tsunoda, who was to be dispatched to Egypt as a long-term expert.

In June 2009, a project monitoring mission was dispatched JICA Headquarters to Alexandria, at the six-month milestone point. The mission was carried out by a two-person team: the head of the higher education team in JICA's Human Resource Development Department, Mr. Ko Goto, and Professor Chitoshi Miki. The mission took place in the face of strong signals that it was impractical to start-up E-JUST's educational activities beginning in September 2009. In the course of the review, acting university council members pointed to urgency in resolving a range of issues, in order for the university begin operations and get on its feet as an institution. The main issues included: staffing of core subject teaching, policy and procedures for selecting academic staff selection on a merit basis; financial plans, both short- and medium-term; recruitment and selection of staff for non-academic roles; and selection of Board of Trustees members and plans for its organizing meeting.

During the review, Dr. Tsunoda took the view that more needed to be done by the Japanese partners to support E-JUST's acting university council. More specifically, he proposed the establishment of a meeting system for coordination, involving JICA, the Japanese universities active in both JSUC and the technical assistance project, and the members of E-JUST's acting University council. This suggestion was favorably received by Professor Miki and Mr. Goto. It was recognized that if Japanese universities were to be involved in the meeting system, their consortium for E-JUST would need to establish a specific working group for this

purpose. Following the review, Professor Miki took this forward with his JSUC colleagues. Shortly thereafter, a plan for holding coordination meetings by teleconference on a regular, monthly basis was proposed to Professor Khairy, as chairman of E-JUST's acting university council; he accepted the proposal.

The first meeting was held in October 2009, under the chairmanship of Shuji Hashimoto, by then Provost of Waseda University. As for E-JUST, the participant-members included the acting University Council. Participants from the E-JUST project team members stationed in Alexandria and JICA's Technical and Higher Education team i members n Human Development Department based in Tokyo. JSUC was represented by its five-member Strategic Working Group, including Professor Hashimoto and Professor Miki. The Coordination Meeting -- later called the Strategic TV Conference -- thus had full coverage of the E-JUST superstructure, the JSUC Strategic Working Group, and the JICA E-JUST team.

The monthly meeting cycle came to exhibit a stable pattern (see. Figure 1). Before the TV Conference, SWG members, JICA and E-JUST had a pre-meeting and confirmed the agenda. When they held the conference, starting from the confirmation of the minutes of the previous meeting, the discussion proceeded through topics and issues according to the agenda. The conference acted to assign tasks for follow-up in a future meeting. After the meeting, the points of the discussion were documented and confirmed among participants.

The first meeting discussed the formation of nine working groups which was set tentatively for the university management in the Soft-Opening stage. In addition, some issues for university management, such as setting up acting University Council, organisational chart and financial plan of 2009 were also discussed. Before the 1st Board of Trustees meeting in February 2010, the TV conference meeting had been held for 4 times with continuous and open-end discussions. Since the 1st BoT meeting, the TV conference has functioned to develop E-JUST's organisational governance in a different form from the meeting under E-JUST's organisational structure such as university council.

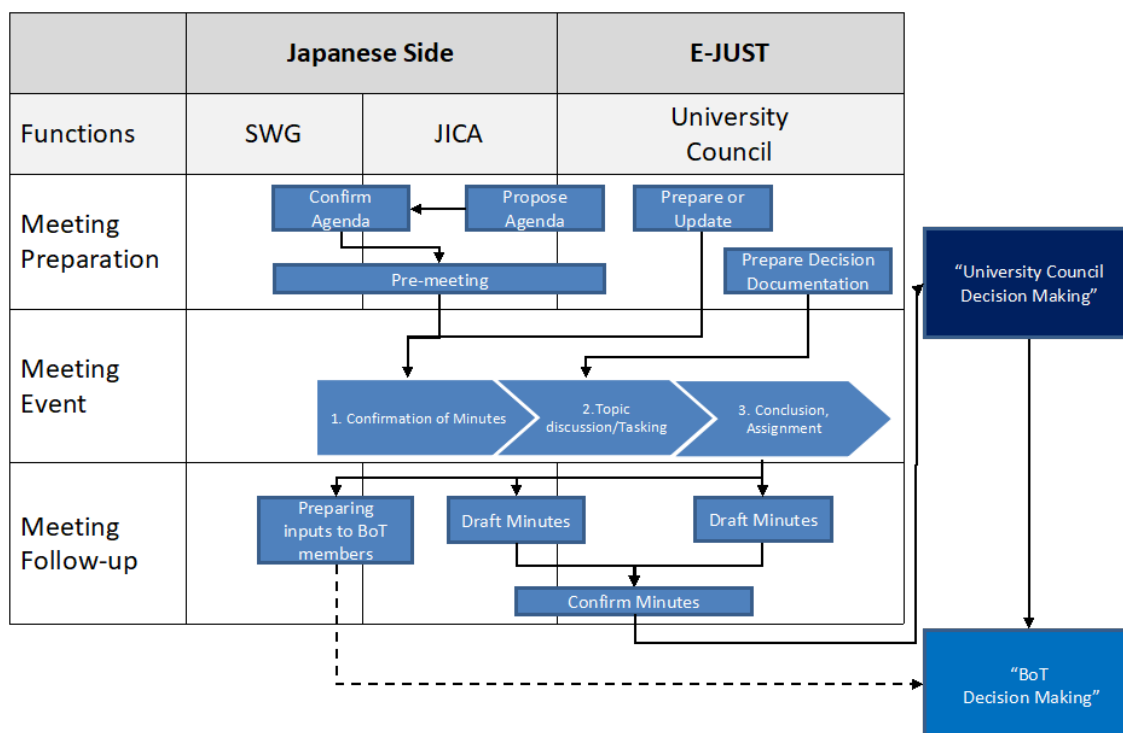


Figure 1. Swim lane Diagram of the Strategic TV Conference

Source: Authors interpretation

3. Theorizing Problems of Management in International Development Cooperation Projects

The case of E-JUST, as presented in Section 2, provides illustrative evidence for this paper's central premise: namely, that management is a functional necessity of international development cooperation projects.⁷ Elaborating this management-in-international-cooperation-projects premise involves movement along two pathways. Along the first pathway, the task is to characterize *international development projects* in a way that allows for a discussion of management-related necessities. Along the second pathway, the task is to identify appropriate lines of theorizing about *management*. As we will see, the two pathways intersect.

⁷ The premise may apply with equal force to international development cooperation projects where the intent does not specifically include organizational capacity development; however, that is not an issue with which this paper is concerned.

What a development cooperation project *is* depends on the genre of theorizing. Here the genre is purposive and design-oriented (Ostrom, 1990; Sołtan, 1993; Simon, 1996; Hopp and Spearman, 1996; Pawson and Tilley, 1997; Baldwin and Clark, 2000; Goodman, 2000; van Aken, 2004; Bardach, 2004; Jun, 2006; Denyer, et al., 2008; Bryson, 2011; Funnell and Rogers, 2011; Barzelay, 2012; Freedman, 2015; BaracsKay, 2016). Viewed from stratospheric heights, international development cooperation projects generically consist in a "triad" (Choi and Wu, 2009) of mechanisms. One element of the triad is self-evident: the project through which support for a partner organization is delivered. As technical assistance is a major feature of such projects, we call this part of the triad a "technical assistance project." In the E-JUST case, this feature was JICA's technical assistance project to support the establishment of E-JUST. Another element of the triad is almost as self-evident: it's the partner organization, in this case, E-JUST. A third element of the triad is the nexus to which a project's various key stakeholders belong. As this call it the project's "partnership-nexus." In indicative terms, the partners belonging to the Japan/Egypt/E-JUST partnership-nexus were JICA's Human Resource Development Department, leaders of the universities most active in the technical assistance project in support of E-JUST's establishment, Egypt's minister of international cooperation and its minister of higher education and scientific research, and Executive Committee for the establishment of E-JUST and its successor, the superstructure within E-JUST's organizational configuration. In sum, an international development cooperation project is a development-project-triads, a unified functioning whole made up of a technical assistance project, a partner organization, and a partnership-nexus.

Having sketched and formalized the idea of development-project-triads, let us now move along the other pathway, about management, before reaching the junction where the idea of *management* will intersect with the *development-project-triad* idea. Along this second pathway, there are many riches to sample, even within the genre of purposive, design-oriented theorizing. Henri Fayol's (1919/1984) way of theorizing what he called "enterprises", in the

classic volume, *Industrial and General Administration*, belongs to this genre. Fayol's theorizing adopted usual placeholders for the intent of commercial enterprises. Fayol instead focused on necessities that are inherent in any enterprise and, in that sense, are uniform across all enterprises. He implicitly likened the idea of an enterprise's necessities to the idea that any type of organism has functions that need to be performed for it to survive and thrive (Ariew and Perlman, 2002). Accordingly, he phrased the idea of an enterprise's necessities as its functions. We can refer to them as functional necessities. Under this direction of theorizing, an enterprise will fall short of whatever intent on which it fixes in the event that any of its functional necessities is not satisfied. The items on Fayol's original list of functional necessities were technical, commercial, accounting, financial, security, and management.⁸

Fayol held that management is a functional necessity of enterprises. (The less compact version of the idea is that organizations are mechanisms for realization of the intent of enterprises, and management is a functional necessity of organizations.) Fayol's management-function was a gestalt-concept in that the meaning of its elements was tied to the pattern of which they were a part (Lakoff, 1987, Morgan, 1986). As a list, the elements of management included planning, directing, coordination, and controlling. The gestalt-like character of the concept is easily seen. If planning does not lead to the making of decisions that direct the organization to be guided by some plans, then the function of management will not have been adequately carried out. If directing is not supported by some systematic use of information and accumulated intelligence, then, again, the performance of the management

⁸ Fayol's purposive, design-oriented theorizing about enterprises has largely been forgotten, but much of its remains in conscious awareness in the management field thanks to the impact of Michael Porter's theorizing about enterprises in *Competitive Strategy* (Porter, 1985). A feature of Porter's theorizing was an enterprise's value chain. It is roughly the same idea as Fayol's, even though Porter didn't cite Fayol. What Fayol called "functions" within an enterprise, Porter called "value-activities" within firm's "value-chain." Fayol's technical function is similar to six value-chain activities in Porter's scheme: inbound logistics, production, outbound logistics, after-sales service, research and development, and procurement. Fayol's commercial function is similar to Porter's sales value-activity. Looked at the other way around, Porter's corporate infrastructure value-activity is similar to four of Fayol's functions: accounting, finance, security, and management.

function will be deficient. If plans do not exist, then there would be no clear basis for performing the controlling function, and it would be much harder to coordinate, as well.

We have come full-circle, back to the premise with which this section began: namely, that management is a functional necessity of international development cooperation projects, when the specific intent includes capacity development in the partner-organization. But now it should be clearer what the statement means, particularly as the terms "functional necessity" and "intent" had not been discussed beforehand. Further, international development cooperation projects have been described as development-project-triads. The result is that the original premise can be re-stated thus: management is a functional necessity of *development-project-triads*, no less so when the intent includes organization-strengthening. For the sake of complete clarity, the explicit rational argument (Biaggi, 2016) behind this premise has the form of a syllogism and runs as follows:

Major premise: Management is a functional necessity for any enterprise.

Minor premise: Development-project-triads are enterprises.

Conclusion: Management is a functional necessity of development-project-triads.⁹

Our theorizing journey has not only come full circle, but the ground on which these ideas rest is also more fully apparent. A simple extension of this theorizing is to presume that what is true of the development-project-triad as-a-whole is also true of each of its elements, with the implication being that management is a functional necessity of a triad's technical assistance project, its partner-organization, and its partnership-nexus. Given what management means in

⁹ Note, that these statements would mean the same if the term "organization" were put in place of "enterprise," as, in this context, organizations are the mechanisms of interest within enterprises and management is a functional necessity of organizations.

this context, this statement leads to the idea that planning, directing, coordinating, and controlling are presumably involved in each element of the whole.

Purposive, design-oriented theorizing about organizations sometimes point to abstract scenarios where something goes wrong with the organization-as-mechanism, so that it falls further short of its intent than would otherwise be the case. Such scenarios are known as "traps." A famous example of a trap in the management is the competency trap (Levitt and March, 1988; March and Levinthal, 1993). The basic idea of this trap is that there is a robust tendency for organizations and their members to get better and better at tasks that are similar to each other, which will make the organization better than other organizations in relation to doing that spectrum of things. However, it may turn out that being good at that spectrum of things will not translate into business success for "ego", because organizations doing other things ("alters") have out-competed "ego" in the industry context. Traps are pragmatic ideas: they suggest dilemmas that might be a route to insight (Klein, 2013) and ultimately more intelligent decisions and practices (March, 2010).¹⁰

With that in mind, consider the well-established critique that technical assistance projects, in the interest of their intent being realized, tended to make participants in the recipient country quite dependent on the development agency's dispatched technical experts. Call this the *TA-dependency trap*, with TA plainly being a reference to technical assistance. A question to ponder is whether a scenario similar to the TA-dependency trap is inherent in projects with an organization-strengthening intent. The dynamic might be that the overall development-project-triad is so keen for the partner-organization to be successful that, in the face of deficiencies in the latter, the "mechanism" for performing the partner-organization's management function increasingly lies in other parts of the development-project-triad than the

¹⁰ A literature has also developed around a trap that Diane Vaughan theorized through her research into the disastrous Challenger launch decision (Vaughan, 2005). The term associated with the trap is the normalization of deviance.

partner-organization. The harmful consequence would presumably be the partner-organization's overreliance on the other partners. In terms of realizing the intent of organization-strengthening, that consequence would be harmful. Call this the *managerial-dependency trap*.

There are hints of the managerial-dependency trap having been at work in the E-JUST case. However, there is also evidence that JICA staff were sensitive to the practical dilemmas posed by this trap. More interestingly, there is clear evidence of measures taken to ease the dilemma and to neutralize the managerial-dependency trap. Neutralizing the trap involved creative ways of performing the management function for the E-JUST project-triad; it eased the dilemma faced by the partners in the project, and, especially, by JICA.

4. Structuring Problems of Management in International Development Cooperation Projects

With all this in mind, let us establish a clear link between this paper's purposive, design-oriented theorizing of management within international development cooperation projects and the fact-pattern in the E-JUST case. The general idea is to outline the practical argumentation (and thus instrumental reasoning) behind the problem-solving effort in a clear and compact form (Bryson, 2011). Some theorists of problem-solving label such outlining as problem-structuring (van Aken, et al., 2007). Accordingly, what follows is an exercise to structure the problem faced by E-JUST's Japanese partners. The exercise involves formalizing the presumptions within a practical argument and then stating practical conclusions that follow from them (Walton, 1992). To wit:

Premise 1: The E-JUST project-intent includes (a) creating public value through E-JUST's education, research, and joint work with industry and (b) E-JUST becoming a capable organization.

Premise 2: It is rational for the members of the E-JUST partnership-nexus -- including Japanese members acting on behalf of JICA and the Japan Supporting University Consortium (JSUC) -- to bear responsibility for this project-intent being realized.

Premise 3: E-JUST's functional necessities -- among them, technical and management -- need to be satisfied adequately if E-JUST's project-intent is to be realized.

Premise 3a: E-JUST's technical-functions -- education, research, industrial outreach, student recruitment, student administration, facilities procurement, campus development, laboratory supply and maintenance -- need to be performed adequately.

Premise 3b: E-JUST's human resource management, accounting, finance, and security functions need to be performed adequately.

Premise 3c: For E-JUST's technical, human resource, accounting, finance, and security functions to be performed adequately, E-JUST's management-function needs to be performed adequately.

Premise 4: E-JUST's problem-solving activity and decision-making system is the mechanism that performs E-JUST's management function; an aspect of which is the role-structure within E-JUST's organization, especially its superstructure: to be specific, the acting president role and committee system roles.

Conclusion: This line of practical reasoning leads to two practical conclusions:

Conclusion 1 (general): If Japanese partners have reservations or more serious concerns about whether any of E-JUST's functional necessities are being adequately satisfied, it is rational for them to proceed to deal with the problem-situation they have encountered.

Conclusion 2 (specific): If Japanese partners have reservations or serious concerns about E-JUST's management-function's being performed adequately, then it is rational for them to intervene.

The bottom line here is that the Japanese partners in E-JUST considered it rational to intervene with the intent of effectuating the more adequate performance of E-JUST's management-function, specifically within a time-horizon of months, not years. In philosophical terms, the Japanese partners considered they had "conclusive reasons" (Raz, 1999) for acting on their intent. However, there's more to problem-structuring than deciding on an agenda, according to ideas about design-focused problem-solving in organizations (van Aken, et al., 2007). The implication is that a client or designer should state a *problem-solving challenge* in such a way as to effectuate the design activity on which the creation of truly adequate solutions depends (Khurana and Rosenthal, 1997; Rantanen and Domb, 2002; van Aken, et al., 2007; van der Voort, et al., 2011; Klein, 2013). Accordingly, what follows is an exercise to state the problem-solving challenge as faced by E-JUST's Japanese partners. To wit:

Problem-situation: As of mid-2009, six months into E-JUST's start-up phase, designs and plans for mechanisms to perform E-JUST's technical functions were not adequately specified and approved, given the time-scale of plans for start-up. E-JUST could not

create public value unless and until the situation changed for the better (given Premise 1).

Problem-diagnosis: Specification and approval of technical-function plans and designs, as a general matter, depend on the management-function being performed; insufficient specification and approval of such plans and designs implies deficiencies in the performance of E-JUST's management-function (given Premise 3).

Decision-dilemma: Japanese partners had reason to intervene to correct the deficiency in the management-function's performance (given Premise 2). However, correcting the deficiency could have the unintended consequence (Merton, 1936) of actualizing the managerial-dependency trap, thereby jeopardizing the E-JUST project's organization-strengthening intent. In sum, there was a reason for Japanese partners to intervene (given the situation, diagnosis, and Premise 2) *and* a reason for them not to (given Premise 1b and the theorized managerial-dependency trap). Japanese partners thus faced a decision-dilemma.

Problem-Solving challenge: Devise a Japanese partner intervention that corrects E-JUST's management-function deficiency, while keeping the theorized managerial-dependency trap from being actualized to the point of jeopardizing the project's organizational-strengthening intent.

5. Solving Management Problems: Case Analysis Preliminaries

Let us now characterize the intervention -- the Strategic TV Conference -- that came to exist as a response to this problem-solving challenge. The focus here is on the practice itself rather than

on the way in which it came onto the scene. In characterizing it, we adopt a well-known conceptual scheme in the program planning and evaluation literature, due to Pawson and Tilley (1997). This scheme exemplifies purposive, design-oriented theorizing and case analysis.

In its most compact form, Pawson and Tilley's generic schema for programs was presented symbolically as: $C + M = O$. In this metaphorical arithmetic expression, the letter O stands for the idea of "program outcome", though the vocabulary of "program intent" would be more apt. On the left-hand side, the letter M stands for the idea of "program mechanism", while the letter C stands for the idea of "program's context".

The schema includes only essential elements. If O were excluded, the schema would represent what a program consists in, but would not indicate what it is for. Second, if M were excluded, the schema would provide no indication of how the program's intent is to be fulfilled. Third, if C were excluded, the schema would overlook the effect of program context on what eventuates from a program mechanism's configuration and operation. In sum, this core and compact idea is that the fulfillment of intent is "effectuated" (Sarasvathy, 2008) by M as situated in C . In our view, Pawson and Tilley provided a highly serviceable template for developing a *model of the case* that is consistent with the purposive, design-oriented theorization of management in international development cooperation projects that is part and parcel of this study.

As a preliminary point, let us consider how to refer to M for purposes of this paper.¹¹ Two options are self-evident. One is to refer to M as the Strategic TV Conference; the other is to stick with M . Referring to M as the Strategic TV Conference has two merits. First, seeing this word-string presumably makes for a more pleasing reading experience, for this paper's audience, than seeing the letter M repeatedly; and "pleasing" is a reader-response whose

¹¹ Self-conscious exercises in labeling are not uncommon in academic work, not least in philosophy. For an example that inspired this paragraph, see Rescher (1996), where the issue was how to label the very topic of his book.

importance in academic writing is hard to overstate (Booth, et al., 2003; Becker, 2007). The second reason is authenticity. The participant-members used this term in referring to the empirical phenomenon we are analyzing in this case study, after having called it the "E-J University Strategic Coordination Meeting" for the first three meetings. However, we wish to avoid the qualitative-research-trap of naturalizing the very phenomenon we are trying to understand (van Maanen, 1979; Stake 2010). Repetition of the word-string for the Strategic TV Conference, in the context of this paper's purposive and design-oriented style of case analysis, could easily lead this naturalizing trap to take hold. We thus face a decision-dilemma and, hence, a reason to seek a third option.

In acting on this reason, what comes first to mind is to identify various aspects of the feature under analysis and present the whole (arbitrarily truncated) list each time reference is being made to the feature. This option would presumably neutralize the qualitative-research-trap of naturalizing the phenomena being studied, but at a high cost in terms of word count and aesthetics. We thus reformulate the dilemma into a problem-solving challenge, i.e., to craft of form of words that not only uses the authentic label, Strategic TV Conference, but also reminds the reader that the object of analysis is an empirical phenomenon that relates to what Pawson and Tilley labeled as *M*. A form of words that would satisfy both criteria is the "M-like Strategic TV Conference," which we adopt.

A further set of preliminary remarks concerns *C* in Pawson and Tilley's purposive theorizing scheme. Recall that what effectuates the realization of intent is the *concatenation of context and mechanism*, although Pawson and Tilley rather cheekily portrayed this idea as an additive relation, $C + M$. Given that purposive case analysis pivots around the issue of what gives *M* leverage over *O*, it is difficult to say much that is general about context. However, as we seek to understand what effectuates the realization of intent in the present study, a reasonable "placeholder" for *C* is the development-project triad.

The triad idea points to the partnership-nexus as a context factor, which we will now explore illustratively by focusing on the Japan University Supporting Consortium (JSUC). We take JSUC as a context factor in two senses. First, JSUC was what some sociologists would call a "site for organizing" (Fligstein and McAdam, 2012) within Japan's university sector. Enough organizing went on at this site -- mainly by high-echelon university officials in concert with JICA's Human Development Department -- for JSUC's member-universities to become a collective, constitutive part of E-JUST's development-project-triad. In relational and reciprocal fashion, JSUC's status as a constitutive part of the triad endowed certain individuals representing its member-universities with "actor-hood" in the triad (Latour, 2005; McAdam, et al., 2001).

That actor-hood status was contextual vis-a-vis the Strategic TV Conference's mechanism in two senses. First, the actor-hood of Professor Hashimoto and Professor Miki did not arise from the Strategic TV Conference and, to that extent, the context was autonomous from the mechanism. Second, realization of the Japanese partners' intent depended on the concatenation of the actor-hood of these individuals (*C*), on the one hand, with these biological individuals being participant-members of the meeting (*M*), on the other. Analytically, if JSUC's being part of the triad is viewed in *isolation* from the mechanism features, it is hard to see its significance for the Strategic TV Conference; but if it is viewed in *relation* to the mechanism-features of Professor Hashimoto and Professor Miki's participation, then JSUC's significance is clear and substantial.

In sum, these remarks are preliminary in character, because our immediate intent is to underscore the point that the analysis of the E-JUST case, and specifically the Strategic TV Conference, works in part because of the conceptual constraint of the ideas symbolized as $C + M = O$, when they are properly construed, with the aid of processual sociology's theorizing mindset (McAdam, et al., 2001; Barzelay and Gallego, 2006; Abbott, 2016).

6. Solving Management Problems in E-JUST: The Model of the Case

We are now going to build a model of the case, proceeding in a step-by-step fashion, in a question and answer pattern. The discussion proceeds through two phases. The first, six-step phase is preliminary in the sense that it gathers together the conceptualization of international development cooperation projects -- especially their management -- elaborated earlier, along with the ideas about effectuation analysis, presented just above. The second, four-step phase presents the true substance the model of the case.

Phase 1, Step 1. *Question.* What "purposeful system" is being analyzed?

Answer: The purposeful system-as-a-whole is the E-JUST international development cooperation project. The elements of this purposeful system are: E-JUST as a university; Japan's technical cooperation project for E-JUST; and the E-JUST's partnership-nexus.

Phase 1, Step 2: *Question:* What outcomes were these system-elements meant to effectuate?

Answer: (a) The university effectuates public value creation through its programs (i.e., education, research, and industry outreach), and it effectuates capacity development in Egypt's higher education sector; (b) The technical cooperation project effectuates the establishment of E-JUST university and the start-up of its programs; and (c) the partnership-network effectuates the maintenance and developmental adaptation of the international development cooperation project-as-a-whole.

Phase 1, Step 3. *Question:* Is there a reason to "look inside" these distinct

system-elements, i.e., to make the representation of them more granular? *Answer:* Yes, the reason being that doing so will further clarify what the Strategic TV Conference effectuated and what was it that did the effectuating.

Phase 1, Step 4. *Question:* What granularity is to be added to the representation of

E-JUST as a university? *Answer:* To do this requires a theory choice: we opt, first, for Fayol. E-JUST as a university consists in what effectuates the performance of its

management-functions and its technical-functions. Technical-functions include education, research, industry outreach, student recruitment, student administration, human resource management, accounting, finance, procurement, and facilities provision and maintenance. More granularity can be added by applying concepts of organization design. The superstructure can be identified with E-JUST's acting University Council, plus additional individuals who served on E-JUST committees, organized by category of technical-functions.

Phase 1, Step 5: *Question:* What granularity is to be added to the representation of Japan's technical assistance project? *Answer:* To do this requires a theory choice: here again we opt for Fayol. The project has management-functions (namely, planning, controlling, coordinating, and directing), and it has technical-functions (namely, finance, accounting, and human resource management). More granularity can be added by applying concepts of organization design. First, the project is an extended enterprise, in the sense that front-line deliverers of technical assistance were outside JICA, in Japanese universities. Second, the project organization inside JICA consisted in individuals within JICA's operating core, all within the same department, with some at headquarters and some in the field.

Phase 1, Step 6. *Question:* What granularity is to be added to the representation of the E-JUST partnership-network? *Answer:* To do this requires a theory choice: we opt for the idea of actor-networks (Latour, 2005). A convenient way to add granularity is to distinguish the Japanese and Egyptian "sides". The Japanese side includes one collective actor, JICA, and one (small) actor-network, JSUC. The Egyptian side includes one collective actor, E-JUST, and two actor-networks: the Ministry of Higher Education, the Ministry of Planning and the Ministry of Investment and International Cooperation, on the one hand, and the leaders in Egypt's academic field of engineering and the Ministry of Higher Education, on the other. A second way to add granularity is to identify *bridges* between actor-networks inside the partnership-network, such as ties between actors within the JSUC actor-network and actors within E-JUST, such as the ties between two high-status actors, the five-member Strategic Working Group including Professor

Miki and Prof. Hashimoto, and the E-JUST Executive Committee lead by Professor Khairy, and more practical ties between somewhat different status actors, E-JUST project team members including Dr. Tsunoda and E-JUST administrators lead by Prof. Khairy and coordinated by Dr. El-Tawil.

Preliminaries concluded, we now proceed to present the substantive parts of the model of the case. In somewhat wonky terms, the role of Phase 2 is to analyze the Strategic TV Conference as a mechanism and, along with context, as an effectuator of intent within E-JUST as a University.¹²

This paper has already argued that the proximate intent of the Strategic TV Conference was two-fold: (i) to effectuate suitable systems and plans for the activities through which E-JUST's technical functions were to be performed and (ii) to strengthen E-JUST's capacity to perform the management-function. What was mechanism- and effectuator-like about the Strategic TV conference depends on the theory used. The direction of analysis is set by two theories: organization design (Mintzberg, 1983) and design-oriented problem-solving (van Aken, et al., 2007).

Phase 2, Step 1. *Question:* What was effectuator-like about the Strategic TV conference, from the standpoint of organization design theory? *Answer:* The main mechanism internal to the Strategic TV Conference was a standing meeting that included individuals within E-JUST, as well as individuals within the Japanese side of the partnership-network. The Strategic TV Conference formalized and standardized behavior (Mintzberg, 1983), especially that directed towards designing E-JUST's technical-functions, through such mechanism-features as agenda-preparation, pre-meetings, confirming minutes from the previous session, receiving

¹² A dictionary definition of effectuator is, "A person or thing that brings about an event or result." The on-line discussion of synonyms has turned up no good alternative. In what follows, the term "effectuator" applies to *C + M*, whereas the term "mechanism" applies to *M*. Using the vocabulary of effectuator is helpful, particularly in discussions where it's not practical or necessary to achieve full clarity on whether an item within the effectuator is mechanism- or context-like.

reports on outstanding issues, time-keeping and-management through discussion facilitation, assigning tasks to be reported on in future sessions, and post-meeting follow-up, including confirming the unofficial minutes.¹³

Phase 2, Step 2. *Question:* What was effectuator-like about the Strategic TV conference, from the standpoint of design-focused problem-solving theory? *Answer:* Here, E-JUST's superstructure is seen as a formal grouping of people involved in a project meant to eventuate in system-designs and plans for E-JUST's technical-functions. The purposeful phenomenon, under this interpretation, was a *design-project* located within E-JUST's superstructure. By way of background, a design-project includes *design-activity*, i.e., the ideation, specification, and deliberation that eventuates in reasonably definite, approved system-designs and plans. A design-project also includes intentional patterning of design-activity, referred to as *process-management* (van Aken, et al., 2007). In sum, the Strategic TV Conference was effectuator-like -- and more specifically, mechanism-like -- in relation to design-activity and process-management.

As for design-activity, the regular conference helped to accomplish ideation and deliberation within the design-project. The mechanism-feature was actual meeting discussions of what would be suitable system-designs and plans for education, research, industry outreach, student recruitment, student administration, and facilities provision and maintenance. These discussions allowed for professional knowledge about how to perform a university's technical-functions, to be conveyed from the Japanese meeting participants to their E-JUST counterparts. Further, the meeting format allowed for debate on what implications to draw for E-JUST from the professional knowledge carried into the meeting by its Japanese participants.

¹³ The standards brought into currency by the Strategic TV Conference were commonplace for the Japanese individuals who participated in and facilitated the Strategic TV Conference's various sessions. By contrast, the standards had not been part of the collective experience or practice of the individuals within E-JUST's superstructure (though these standards were near-to the practice of the industrial engineering professors within the superstructure).

An additional mechanism-feature for meetings of the Strategic TV Conference was one that drew a line between design-activity that was appropriate and inappropriate for the meeting to perform. Specifying E-JUST's system-designs and plans, and approving them, fell outside the range of appropriate design-activity for the Strategic TV Conference, as specification and approval were taken as activities for participants in the E-JUST design-project to perform.

The conference also performed the management-function of E-JUST's design-project. The general name for the mechanism used to perform this function is, somewhat unhelpfully, process-management; the mechanism-features are what's important. Actual meeting discussions had the most direct behavioral relevance. The meeting format was also a key mechanism-feature, with the role of shaping actual discussions. The details of this feature are the same as those that came up in discussing the idea of standardization of decision-making, under the influence of organization design theory. To repeat, what was standardized was agenda-preparation, pre-meetings, confirming minutes from the previous session, receiving reports on outstanding issues, time-keeping and-management through discussion facilitation, assigning tasks to be reported on in future sessions, and post-meeting follow-up, including confirming the unofficial minutes.

Phase 2, Step 3: *Question:* What *functionality* can be detected through this analysis of the Strategic TV Conference as an effectuator within E-JUST as a university? *Answer:* The basic mechanism of the Strategic TV conference was a standing meeting that tapped into the Japanese side of the E-JUST partnership-nexus, as we have already seen. This one mechanism performed several purposeful roles, all relevant to what the E-JUST international development project-as-a-whole was intended to effectuate. First, the discussions within successive meetings conveyed professional knowledge from the highest reaches of Japan's universities, to participants in E-JUST's design-project for its technical-functions, for use in their design-activities of ideation, specification, deliberation, and decision. Second, the meetings performed the function of process-management for E-JUST's design-project. In both these

respects, this mechanism was functionally aligned with E-JUST's intent of creating public value through research and education.

The Strategic TV Conference was meaningful as an effectuator of intent for E-JUST in part because the E-JUST design-project was otherwise short of adequate capacity. It lacked professional knowledge that would be relevant to devising system-designs and plans for its technical-functions, particularly as these functions were meant fit with E-JUST's variant on the Japanese learning system. The design-project also had been spotty in terms of process-management, not least those aspects that helped bring debates to conclusion and specifications to decision. The Strategic TV Conference was pivotal for developing E-JUST into an organization equipped to work as the kind of university it was meant to be. Absent the Strategic TV Conference, the overall E-JUST international development cooperation project would have had much less effectuation-leverage over realizing the public value-creating intent of the Egypt-Japan University of Science and Technology.

The Strategic TV Conference effectuated organization-strengthening, as well. The argument here is two-fold. First, it did some good. Short-term, it helped to improve communications and the flow of decision-making within E-JUST, for example, between its committees and its acting president. It provided role-modeling of good process management for design-projects and, for that matter, management, administration, and leadership, in general. As a by-product, it strengthened the partnership-nexus in a couple of ways: it kept high-status Japanese university-based actors engaged, and it provided a way to renew this actor-network's membership, keeping it from being depleted by retirements; and, what is related, it provided a means to hold in place, and even strengthen, the "team" relationship (Goffman, 1959; Hilgartner, 2000) between JICA personnel working on E-JUST and leading figures in JSUC member institutions. These by-products would prove helpful at later points in E-JUST's life-course: for example, during the Egyptian uprising and revolution, when Japanese commitment was reinforced rather than withdrawn.

Second, the Strategic TV Conference did no harm to E-JUST's organizational capacity. Neither the standing meeting nor its actual sessions discredited the idea that E-JUST was an organization autonomous from its Japanese partners. Keeping this idea "fixed" in the "social reality" (Goffman, 1959, Hilgartner, 2000; Jun, 2006) of the E-JUST international development cooperation project was understandably important to the Japanese side of the partnership-nexus. And it was important in preserving the "actor-hood" (McAdam, et al., 2001; Latour, 1996) of the individuals working within E-JUST, as founders with responsibility for doing what was needed to realize the university's intent on all levels. Aspects of the mechanism that afforded such functionality included: (a) the understated labeling of the meeting as the Strategic TV Conference and the related "narrative" (Hilgartner, 2000; Colebatch, 2002; Fischer, 2003) in which its purpose was to *coordinate* the Egypt and Japan sides in E-JUST; (b) the limited contact time of a series one-hour meetings with a month-long interval between them; and, (c) the lack of any mechanism-feature by which the Japanese side would settle debates about what system-designs and plans to adopt in performing E-JUST's technical-functions.

Phase 2, Step 4: *Question:* What synergies can be detected from analyzing the concatenation of mechanism and context? *Answer:* The answer depends on what is meant by mechanism and context in this specific discussion. The mechanism is the meeting, and all the meeting-features laid out above. Among the multiple appropriate specifications of context, one is the system we have been analyzing here, E-JUST as a university. E-JUST had a superstructure, and its members -- most of whom had participated in the earlier phases of E-JUST's establishment -- were dedicated to the realization of the university's intent. This context-factor was a resource which was taken advantage of -- and reinforced -- by the Strategic TV Conference.

Another context-factor inside the E-JUST system, located in its superstructure, was the leadership-management style of its acting president. The amount of strategic decision for administration were continuously increased in proportion to the enlargement in size and function

of E-JUST, although the human resource was limited. This situation in the foundation period caused a high centralization of leadership and responsibility toward the Acting President and he was required to determine even daily administrative issues such as procurement and budget execution. By necessity, the leadership style was not fully conducive to completing the work of devising the technical-functions or strengthening the organization, with those thoughts shared across E-JUST personnel and JICA staff posted at E-JUST. The influence of this context-factor within the E-JUST system and its superstructure was meant to be neutralized by the Strategic TV Conference.¹⁴

How this neutralization was meant to be effectuated requires looking for context in a different element of the E-JUST international development project, namely in the partnership-nexus. The context-factor pinpointed here was the commitment of Chitoshi Miki and Shuji Hashimoto to the success of both E-JUST and the entire international development cooperation project. The mechanism took specific advantage of this context-factor in a critical way: the peer-to-peer relation between Miki and Hashimoto, on the one hand, and Khairy, on the other, brought Khairy, brought about orderly discussions under the able chairing of Waseda Provost Hashimoto, in full view of the rest of E-JUST's acting University Council, and with systematic follow-up on all sides. The exploiting of this contextual peer-to-peer relation through the mechanism of the Strategic TV Conference was a formidable source of this solution's functionality and indeed leverage, and it is indicative of the synergies that could be revealed through further application of the "method of discovery" (Abbott, 2004) exemplified in this case analysis.¹⁵

¹⁴ The idea of a mechanism being devised to neutralize context is presented in Pawson and Tilley (1997).

¹⁵ This sentence reflects Eugene Bardach's ideas phrased as smart practice analysis in some of his publications about what here is called purposive, design-oriented theory and case analysis. See, Bardach (1998, 2004) and Bardach and Patashnik (2015)

7. Conclusion

Are there lessons to be drawn for managing organization-strengthening international development projects? Posed as a general and abstract question, it is difficult to settle the matter, except on the banal point that no assemblage of lessons is ever complete or the last word. Despite a certain measure of ambivalence about the idea of lesson-drawing, we nevertheless proceed headlong into a substantive lesson-drawing discussion on the topic at hand, where the basis for the lessons is not just the empirical case or our analytical treatment of it, but the paper as a whole and indeed the literature it references. The resulting commentary includes points that are meant to *shape* an argumentative discussion of lessons, as well as points that are meant to have *direct significance* in discussions of what to do when faced with problematic situations in organization-strengthening international cooperation projects. The order of presentation is from shaping comments to specific didactic ones.

First: it is rational for international development cooperation agencies involved in delivering technical assistance projects to take an interest in their partner-organizations' management-function being performed to a satisfactory extent. It is also rational for them to anticipate that their project monitoring will activate specific concerns in this respect.

Second: it is rational for such agencies to be reluctant to become deeply involved in their partner-organization's management-related planning, directing, coordinating, and controlling activities, if for no other reason than to avoid the managerial-dependency trap.

Third: on the basis of the previous two lessons, it is rational for such agencies to subscribe to the theory that they will encounter a decision-dilemma about how to respond to concerns that the partner-organization's management-function is not being performed to an adequate extent, as it may be rational to intervene *and* not to intervene.

Fourth: If such a decision-dilemma is actually encountered, it is rational for agencies to initiate systematic, inventive problem-solving, with its participants' ideation-activity directed

toward designing an *ideal* way to effectuate the performance of the partner-organization's management-function *and* to strengthen its capacity as an organization.

Fifth: It is rational for participants in ideating, specifying, and deliberating over solutions to hold to the thesis that the ideal mechanism is not invariant to situation, because that which effectuates intentions is not a mechanism on its own, but rather the concatenation of a mechanism and its context. On this basis, it is rational for participants in design-oriented problem-solving to be guided by the principle that an ideal mechanism is *synergistic* with its context.

Sixth: The purposive, design-focused analysis of interventions like the Strategic TV Conference in the E-JUST case has more intelligence-value if it is blended with a purposive theory of management in international development cooperation projects.

We now turn to the more didactic points.

First, it is rational to presume the desirability of a formal liaison device cutting across the partnership-nexus, with its essential participant-members being high-status individual actors (e.g., apex-players) from each of its elements, though not them alone.

Second, it is desirable to foster and maintain the impression that the intent of such a mechanism is to effectuate *coordination* among the elements of the partnership-nexus. Likewise, the impression that the genuine intent of this mechanism is to make decisions for the partnership-organization is undesirable. If impressions shift toward the view that the true intent is to make decisions *for* the partner-organization, the mechanism's leverage over its intent will presumably be weakened, with a possible further harm being to "poison the well" in terms of relations within the partnership-nexus.

Third, it is reasonable to presume that capacity development of the relevant sort comes from direct participation in activities intended to effectuate coordination. From this standpoint, a formal liaison device is a platform for organizing and directing such participation. In using the platform to role-model effective participation, it is desirable for high-status participants,

including those facilitating meetings in the role of chairperson, to monitor their own "show-performances" (Goffman, 1959) in meetings with this intent in mind. It is also reasonable to hold to the organizational development principle of "small wins" (Weick, 1984) in determining the assignments that individuals are asked to complete in the follow-up to a given coordination meeting and to report back on at the next one. Applying this principle will cushion against the possibility that differences in mindset and repertoires of managerial cognition between actors within different partner-countries will lead to embarrassing shortfalls in task performance; likewise, the avoidance of the need to repair social relations following a problematic performance (Goffman, 1959) is desirable if the intent is to keep attention focused on activities geared to performing the management function and build the partner organization's capacity.

Appendix 1

The Case Study Research Project: Its Background and Design

Background

Work on this research project began in February 2016. The intent of the research project has been two-fold. On the one hand, the intent is to theorize and research the role of managerial activity in effectuating the implementation of international development cooperation projects when their intent is to strengthen organizations in partner-countries. On the other hand, the intent is to push the frontier of a research approach in public management that is concerned with understanding what makes programs, projects, and organizations work.

From an even earlier point, doing a case study of the Japan-Egypt University of Science and Technology (E-JUST) was under discussion. The study's authors took the view that this empirical phenomenon was a case of an organization-strengthening international development project. One member of the research team had been familiar with this empirical phenomenon as a result of his duties as a career official of the Japan International Cooperation Agency (JICA). From 2009-11, Masakatsu Okumoto served in the agency's field office in Alexandria, dedicated to supporting the establishment of E-JUST through implementing JICA's technical assistance project and providing ongoing assistance to Egyptian counterparts involved in E-JUST's start-up.

A few years later, Okumoto attended London School of Economics and Political Science (LSE) to earn a MSc Public Management and Governance, where he studied with Michael Barzelay. As part of his master's degree, Okumoto wrote a 6,000 word dissertation, entitled, "Unlocking the Linkage between Organization Design and Change: The Design-Oriented Management Research Case Study of E-JUST."

The idea of conducting joint research about the project supporting E-JUST's establishment took shape during the second half of 2015. The discussions involved Hideki Watanabe, another JICA career official who had also earned his MSc in Public Management and

Governance, but earlier than Okumoto, in 2011. The framing of the study as being about organization-strengthening international cooperation projects took hold in the course of a visit by Barzelay to Tokyo in November 2015.

During the summer of 2016, a full draft was written drawing on the basis of Okumoto's participant observation, supplemented with publicly available archival data. It featured extensive analysis of some aspects of the history of the E-JUST project, along the lines of analysis to "reverse engineer" it. This paper was submitted for review as a JICA-RI working paper. The external review indicated a divergence in views between the authors and the reviewer about case study research for purposes like this work. By way of follow-up, the research team wrote a conceptual paper about the research project.¹⁶ In addition, it was decided that the project required data collection through semi-structured interviewing.

Research Design

Interviews were conducted in both Egypt (Alexandria and Cairo) in February 2017 and Japan (Tokyo and Kyoto) in June 2017, though two other interviews with Japanese respondents were completed before either of these "interview waves" were took place. Initial contacts with interviewees were made by the JICA members of the research team. All three researchers were present for every interview, apart from one. All interviews were conducted face-to-face, except for one which transpired over an email exchange. Interviews ranged from one hour to three hours, with the typical interview bring 90 minutes. In all but three cases the interview was recorded and transcribed. The count of interviewees by element of the E-JUST partnership-nexus was as follows.

¹⁶ The conceptual paper was published as JICA-RI Working Paper number 152 in March 2017, with the title, "Managing International Cooperation for Organizational Capacity Development: Setting a Conceptual Foundation for Case Study Research and its Utilization."

JICA officials and experts (4)

Japan Supporting University Consortium (4)

Government of Egypt (2)

Members of the former E-JUST acting University Council (4)

E-JUST Board of Trustee Members, current and former (3)¹⁷

E-JUST leadership in 2017 (1)

The interview data was coded according to an event structure and descriptive research questions about them, which had been formulated in advance of the interview waves and then iterated as a result of them. Internal working papers reporting on the case were written and discussed within the research team.

The full draft of the paper was completed on January 3, 2018.

Funding

The funding for the project worked as follows. Travel expenses incurred for data collection in Egypt were covered by JICA-RI. Travel expenses for data collection in Japan, for team meetings in Tokyo, and for interview transcription were covered by either JICA-RI or the Higher Education Innovation Fund of LSE. Neither LSE nor Professor Barzelay personally received funds from JICA or JICA-RI for conducting this study.

¹⁷ One of these members is also counted under Government of Egypt.

Presentations

The research project and preliminary results were presented on October 26, 2017 at the Graduate School for International Development Cooperation of Hiroshima University. A partial draft of the paper was presented on October 31 at a seminar hosted by JICA-RI. The project was also presented by Barzelay at a seminar on December 11, 2017 at the College of Administrative Sciences and Economics (CASE) of Koç University in Istanbul, Turkey.

Appendix 2

Glossary of Terms and Names for E-JUST Paper

Abbott, Andrew. A leading sociology professor at the University of Chicago, who has theorized sociology in a distinctive way that he calls processual sociology, and who has written about theorizing as a method of discovery.

Abou-Ismael, Ahmed. An Egyptian engineering academic, who had earned his PhD at Tokyo Institute of Technology. He served as Secretary-General of the Advisory Committee for the Establishment of E-JUST and was a member of the successor body, with leadership responsibility for the academic planning. He joined E-JUST in 2009 and played a similar role. When E-JUST's superstructure was formalized, his role was similar to that of provost or chief academic officer. He later died.

Actor-hood. An idea in processual sociology and actor-network theory. The idea is that an individual's purposeful activities depend on his or her action-profile, which, in turn, depends on what role others think is normal or appropriate for that individual to play in a specific arena. In other words, actor-hood depends on a social reality about an individual that has been established through activities and events. In the case study, this idea was used to analyze the E-JUST partnership network as context for the Strategic TV Conference. The actor-hood of Professor Hashimoto and Professor Miki were specifically discussed.

Advisory Committee for the Establishment of E-JUST. A collegial body established by Egypt's Ministry of Higher Education in 2006 to be the counterpart to JICA's higher education team during the preparation of the technical assistance project to support the establishment of E-JUST. Professor Ahmed Abu-Ismael served as its Secretary-General and Professor Ahmed Khairy was a member.

Capacity development An established idea in the purposive theorizing of international development cooperation, where capacity development-- on the scale of societies as well as the lower-order scale of organizations -- is a standard intent of technical cooperation projects. In the case of E-JUST, capacity development was plainly part of the intent of the technical assistance project, if for no other reason than it was meant to effectuate the establishment of E-JUST and its successful start-up.

$C + M = O$. The symbolic representation of what this paper calls the "purposeful phenomenon paradigm". The symbolic representation is drawn from Pawson and Tilley's (1997) book, *Realistic Evaluation*. A purposeful phenomenon's intent is represented by *O*, i.e., the outcome to be effectuated. A purposeful phenomenon's effectuator is represented by $C + M$. *C* and *M* represent the context- and mechanism-like aspects of an effectuator, respectively.

Concatenation. An idea in processual sociology (Gambetta, 1998). This idea generally refers to how different items are linked together to form a distinct phenomenon. In this paper, the idea of concatenation relates to the concepts of intent, effectuator, mechanism, and context, i.e., the purposeful phenomenon paradigm. The concatenation of mechanism and context constitutes the effectuator. To understand a specific purposeful phenomenon, the specific mechanism-context concatenation needs to be analyzed. In the case study of the Strategic TV Conference, concatenation was analyzed in terms of the standing meeting's exploitation of the peer-to-peer relation between the Japanese university leaders and Ahmed B. Khairy, acting president of E-JUST.

Context. An idea in a purposive theory of evaluation research (Pawson and Tilley, 1997). It is any items that the analyst determines exerts an effect on a specific mechanism's leverage over the effectuation of a purposeful phenomenon's intent.

Coordination. An idea in Henri Fayol's purposive theory of enterprises. In this theory, management is a necessary function. The management-function is a gestalt-concept that includes planning, directing, coordinating, and controlling. Coordination effectuates the implementation of plans, and its mechanism-like qualities include communication and deliberation among actors in an enterprise. The pattern of social control involved is mutual adjustment. Coordination is an important aspect of design-projects, with it being an aspect of their process-management, more specifically. As such, coordination is a functional necessity of technical assistance projects and partner-organizations -- indeed of development-project-triads. The capacity to coordinate is an aspect of the strength of a partner-organization. Specific mechanisms to effectuate coordination in the E-JUST case included the Strategic TV Conference, a mechanism-feature of which was the JSUC Strategic Working Group.

Controlling. An idea in Henri Fayol's purposive theory of enterprises. In this theory, management is a necessary function. The management-function is a gestalt-concept that includes planning, directing, coordinating, and controlling. In the context of international development projects, the more common term is monitoring. Monitoring and controlling are similar in that the standards being applied are plans and a mechanism-feature is to present a report to be utilized in deliberating about whether corrective action is needed and if so what it will be. In the E-JUST case, a mechanism for monitoring/controlling was the two-person mission sent to JICA from Japan in July 2009. The mission led to the establishing the Strategic TV Conference. While the Strategic TV Conference's stated purpose was coordinating, it also effectuated monitoring/controlling of E-JUST by JICA and the JSUC Strategic Working Group.

Creating public value. An idea in Mark Moore's (1995) purposive theory of government, public programs, organizational strategy, and executive leadership at the apex of public organizations. In this theory, creating public value is what public programs properly do; it is their proper function; it is what they effectuate. This idea is meant to be just as true of public programs that deliver obligations to the entire citizenry as it is to public programs that provide services to populations of individuals. From that idea, Moore's theorizing moves in two directions. One was to be more specific about what is the proper function of programs generically; another was to be more specific about the costs of programs generically. In his theory, the proper function of public programs is to fulfill a citizenry's collective political aspirations about conditions prevailing in the society; it is decidedly not to satisfy individual wants and needs. When collective political aspirations are realized, public value has thereby been created. It follows that the intent of any specific public program is properly to realize such political aspirations. Turning to the other direction of theorizing, a program's adequacy as an effectuator of intent depends on the costs generated by its functioning. In Moore's theory, the idea of cost includes such effects as a reduction of individual consumption due to the need for the government to fund a program; reduction of individual liberty, arising specifically when the program delivers obligations to the citizenry; and a residual category of costs that are born by citizens in co-producing public services or complying with obligations. In straightforward economizing terms, the higher the cost, the less public value is created, all things considered. This purposive theory provides a very general framework for ideation and deliberation about the intent of any specific public program, as well as a general guide for specifying a program's system-designs and plans. The idea of public value creation has gradually become widely referred to in the field of public administration, though this specific theorization of it has not always been preserved.

The idea is used in this paper to characterize the intent of partner-organizations and the intended impact of technical cooperation projects in a generic, non-specific way. As for the case study of E-JUST, the idea of public value creation is used in this paper to refer to what the university's education, research, and industry outreach activities were intended to effectuate. The paper does not go into details, as this paper did not focus on the planning aspect of this international development cooperation project.

Decision-dilemma. This is a situation within a scenario of deliberation, where there are good reasons to choose one alternative and good reasons not to do so, of rather equal strength.

Deliberation. An idea in the purposive theory of practical reason, argumentation, and decision-making (Walton, 1992). Deliberation is specifically about the assessment of already specific alternatives, meant to effectuate a reasonable decision about a problem's solution.

Design-activity. An idea in the purposive theory of design-focused problem-solving (van Aken, et al., 2007). Design-activity includes problem-structuring, and it leads to the final specification of a purposeful phenomenon's system-designs and plans. Any given cycle of design-activity involves structuring problems and specifying solutions. In the case study, there was design-activity in preparing the technical assistance project, in coming up with system-designs and plans for E-JUST's technical-functions, and in solving the problem-solving challenge that was seen to exist in mid-2009, where the mechanism was the Strategic TV Conference.

Design-precedent. An idea in the purposive theory of design-focused problem-solving. It is information about specific, historically-existing purposeful phenomena, that is intelligible and useful to a category of professional practitioners whose work involves "designing" purposeful phenomena (Lawson, 2004; Bardach, 2004). In professional practice, a design-precedent is different from purposive theory and personal experience. Purposive theory is about kinds of purposeful phenomena, whereas design-precedents are about how cases of purposeful phenomena have worked in relation to their intent. The distinction between design-precedents and personal experience is subtle, in that personal experience can be a basis for a design-precedent; however, a well-formed design-precedent comes from using methods of discovery that are searching and systematic, whereas such high standards of intellectual rationality do not apply to design-precedents based entirely on testimony from personal experience. Design-precedents are meant to be utilized in stimulating ideation and deliberation about system-designs and plans.

Development-project-triad. An idea in purposive theories of international development cooperation. A development-project-triad covers the totality of institutional aspects of such a projects. Its elements are a technical assistance project, a partner-organization, and a partnership-nexus.

Directing. An idea in Henri Fayol's purposive theory of enterprises. In this theory, management is a necessary function. The management-function is a gestalt-concept that includes planning, directing, organizing, coordinating, and controlling. Enhancing the capacity for directing within E-JUST was part of the unstated intent of the Strategic TV Conference.

Development agency. An out-of-fashion term for a public organization whose operations provide official (governmental or multi-lateral) development assistance (financial and/or technical) to the government of a "partner country" and/or to its organizations. In the case, the development agency was JICA.

Effectuator. A dictionary definition of effectuator is, "A person or thing that brings about an event or result." The term is used in this paper in theorizing types of purposeful phenomena, like international development cooperation projects, and in analyzing cases of them. The concept of an effectuator gets its meaning from the purposeful phenomenon paradigm, $C + M = O$. It relates specifically to the $C + M$ aspect of this paradigm. The idea of an effectuator reflects the view that the leverage of a purposeful phenomenon's mechanism over the realization of its intent depends on the mechanism's concatenation with its context. In doing case analysis by developing a model of a purposeful phenomenon, it's helpful to be able to introduce rational arguments about effectuation without having to be specific about what aspects of an effectuator are mechanism-like as opposed to context-like, as working through these distinctions is highly intensive in the use of both observation and theory and are thus cognitively demanding.

E-JUST. See, *Egypt-Japan University of Science and Technology*.

Empirical phenomenon. An idea in the purposive theory of case study research. The term comes from Yin (2014). It refers to the totality of items that are reported and analyzed. In this paper's case study, the items included the technical assistance project for the establishment of E-JUST, E-JUST as a partner-organization, and the partnership-network. These items are reported and analyzed dynamically, rather than statically, and in relation to each other, rather than in isolation. In the paper, the empirical phenomenon is reported in a compact narrative in section 2.

Enterprises. The overarching idea in Henri Fayol's theory of enterprises. In this purposive theory, all enterprises have functional necessities, among which one is management. By this argument, an enterprise will have lower prospects of fulfilling its purposes if the performance of its necessary functions is deficient. This paper theorizes international development cooperation projects as enterprises. In line with this idea, a partner-organization has functional necessities including management.

Egypt-Japan University of Science and Technology (E-JUST). In the case study, the partner-organization within the development-project-triad.

Fayol, Henri. See, *enterprises*.

Functionality. An idea in theories of artificial or purposeful phenomena (Simon, 1996). A dictionary definition is "the purpose that something is designed or expected to fulfill." A related idea is the role that a mechanism-feature plays in how a purposeful phenomenon works. Both ideas are reflecting in the discussion of the Strategic TV Conference's functionality in section 6 of this paper.

Functions. An idea in Henri Fayol's purposive theory of enterprises. Fayol's enterprise-functions were management, technical, commercial, security, accounting, and finance. This purposive theory is based on an analogy between enterprises and organisms as they have been theorized in biology since the work of Aristotle (see, Ariew and Perlman, 2002). For a given organism, it is necessary that its functions (e.g., respiration) be performed adequately if it is to survive and thrive; uncorrected deficiencies can be disabling or fatal. Also in biology, functional necessities are uniform within a species. In biology, the mechanisms for performing an organism's respective functions are uniform within the species. In Fayol's purposive theory, enterprises are uniform in their functional necessities, but not uniform in the mechanisms for performing them. (There is no one best way.) This has the implication that the enterprise-functions in Fayol's theory are not as clearly differentiated

compared with the differentiation of organism-functions in biological research; as such Fayol's enterprise-functions and management-functions are more like lists than a system analysis. But they are useful as a loose taxonomic framework within the sort of purposive theory that Fayol's theory is meant to be.

Goffman, Erving. A leading North American sociology professor until his untimely death in 1983, associated with the so-called Chicago School of Sociology. Originated a current of micro-sociological theorizing and case study research, with which the term "dramaturgical" is associated, through the book. This line of theorizing concentrates on how social realities, as experienced by individuals, result from how and what people, to an extent deliberately, present to others as "true" about aspects of social life. It also concentrates on how social realities, so constructed, affect the course of social life, by virtue of the meaning individuals attribute to scenes and social relations. Author of *The Presentation of Self in Everyday Life* (1959). For relevance to the case study, see the entry on *idealization of activities*.

Hashimoto, Shuji. A Japanese engineering academic and high-ranking university official. As Dean of Engineering and later Provost of Waseda University, Professor Hashimoto was actively involved with JICA and Egyptian counterparts in the establishment of E-JUST, beginning in 2007. He represented Waseda in the Japan Supporting University Consortium for E-JUST. Professor Hashimoto was an initial member-participant of JSUC's Strategic Working Group and the Strategic TV Conference, whose meetings he typically chaired.

Human Resource Development Department (JICA). The sectoral department in JICA with responsibility for international cooperation in the field of higher education. HRD was departmental location of the JICA officials and experts ("staff") who had operational responsibility for the technical assistance project in support of E-JUST's establishment, before and after its transition from planning to realization.

Idealization of activities. An idea in Goffman's (1959) micro-sociological theory, according to which social reality consists in impressions of human activities that individuals do not experience for themselves. Impressions of these activities are influenced by culturally-and linguistically-conventionalized ideas about types of activities existing in a society. Impressions, accordingly, are idealized versions of actual (directly experienced) human activities. The purposeful fostering of impressions that idealize activity and eventuate in social realities is known as impression-management. In the case study, the idea of idealization was used in pointing to the significance of the repeated statement that the function of the Strategic TV Conference was coordination. This idealization helped to avoid discrediting the idea that E-JUST's superstructure performed the function of direction, something was important to neutralizing the managerial-dependency trap.

Ideation. An idea within purposive theories of design-focused problem-solving. Ideation is one of three aspects of design-activity, with the others being problem-structuring, solution-specification and decision-deliberation. Ideation is the aspect of design-activity on which a design-project's inventiveness depends most. The case study suggests that the Strategic TV conference played a direct role in ideation about how E-JUST's technical-functions should be performed.

Impression-management. See the entry on *idealization of activities*.

Intent. An idea within the purposive theorizing about design-oriented problem-solving, a state of affairs whose realization is sought. In the case study, the intent of E-JUST was to create-public value, through education, research, and industry outreach, and to build capacity in the field of engineering in Egypt's higher education sector.

International development cooperation project A purposeful phenomenon whose intent is to effectuate public-value-creation and the capacity development in a partner country and its organizations. In this paper, its elements are technical assistance project, a partner-organization, and a partnership-nexus, and they jointly compose the development-project-triad.

Japan International Cooperation Agency (JICA). The official development assistance agency of Japanese Government. In the case study, JICA was part of the E-JUST partnership-nexus and it managed the technical assistance project for the establishment of E-JUST. JICA delivered the technical assistance project through its extended enterprise that included Japanese university partners and E-JUST as the partner-organization.

Japan Supporting University Consortium (JSUC). A formal grouping of Japanese universities whose sole and specific purpose was to participate in supporting the establishment of E-JUST. The grouping included high status universities, both public and private. The public universities included Tokyo Institute of Technology, Kyoto University, and Kyushu University, whereas the private universities were Waseda University and Ritsumeikan University. JSUC's own establishment was due to JICA, though the formal request to participate came to universities from Japan's Ministry of Foreign Affairs. As a grouping, JSUC symbolized the willingness of Japan's higher education sector to be a partner in E-JUST. In being a consortium, it did not have a strong governing unit of its own.

JSUC. See, *Japan Supporting University Consortium*.

Lab-based education(LBE). A Japanese style of engineering education in universities. Engineering education in Japanese universities emphasizes research activities implemented on a laboratory-by-laboratory basis. At a laboratory, which is headed by faculty members and composed of post-doctoral students, graduate students, and 4th-year undergraduate students, students can obtain not only expertise and problem-solving ability but also soft skills such as management and communication skills by practical education through research. Also, in a laboratory, besides teaching by a faculty staff to the students, there are various interactions such as assistance to academic staff's research by students, teaching to younger students by senior students, and mutual learning among students. These interactions will contribute to improving students' communication skills, cooperativeness, management skills, and leadership.

Khairy, Ahmad. E-JUST's founding president, serving in this role from 2010 to 2011. Prior to being appointed as president by E-JUST's Board of Trustees, Professor Khairy was acting president, and before that he was chairman of the Ministry of Higher Education's Executive Committee for the Establishment of E-JUST. Prior to that he was a member of the Ministry of Higher Education's Advisory Committee for the Establishment of E-JUST, from the time it was convened, in 2007. While a member of the advisory committee, Khairy was a First Undersecretary of the Ministry of Higher Education. His background is as a professor of mechanical engineering at Alexandria University.

Management-function. An idea in Henri Fayol's purposive theory of enterprises. In this theory, an enterprise's six functions include the management-function, as well as technical, commercial, finance, accounting, and security functions. The management-function is a gestalt-concept, whose elements are planning, organizing, directing, coordinating, and controlling.

Mechanism. An idea in a purposive theory of evaluation research (Pawson and Tilley, 1997). As part of an effectuator, a mechanism effectuates intent (due to the way it is concatenated with its context). A rational presumption is that a mechanism can be designed, whereas its context cannot be. However, a mechanism can change the context aspect of an effectuator on purpose. An illustration from the case study of the Strategic TV Conference is that the operation of the standing meeting strengthened the partnership-nexus on the Japanese side.

Mechanism-features. An idea within purposive theorizing about design-focused problem-solving. Mechanism-features are aspects (or parts) of a mechanism, considered significant for effectuating intent. For example, the mechanism-features of the Strategic TV conference included the protocols for meeting preparation, facilitation, and follow-up.

Methods of discovery. An idea within purposive theorizing about doing social science. A term that suggests that theorizing is just as important to rational and systematic inquiry as is the collection and analysis of data on empirical phenomena. This general argument was elegantly made in a book by Andrew Abbott (2004) with this title. Pawson and Tilley's (1997) *Realistic Evaluation* referenced a philosophical school of thought known as critical realism to defend this idea within literature on program evaluation research. Related arguments have been made about theorizing as an aspect of what this paper refers to as purposive, design-oriented case studies -- for example, Bardach (2004).

Miki, Chitoshi. Japanese engineering academic and high-ranking university official. As Dean of engineering at Tokyo Institute of Technology, was actively involved with JICA and Egyptian counterparts in the establishment of E-JUST from 2006 through 2012. Represented Tokyo Tech in the Japan Supporting University Consortium for E-JUST. Was an initial member-participant of JSUC's Strategic Working Group and, accordingly, the Strategic TV Conference.

Mintzberg, Henry. A leading North American management academic, whose early work included the crafting of a purposive theory of organization design. A book-length synthesis is *Designing Effective Organizations: Structures in Five*, the third edition of which was published in 1983. The book includes concepts for the parts of any organization (e.g., strategic apex and operating core) as well as concepts that theorize the variety of mechanism-features -- such as coordination by procedures and coordination by mutual adjustment -- that in one combination or another serve as mechanisms for performing an enterprise's technical- and management-functions.

Model of the case. An idea within purposive theorizing about doing social science (Morgan and Morrison, 1999) and more specifically about doing purposive, design-focused case studies (Bardach, 2004; Stake, 2010). A case study research project includes reporting and analyzing an empirical phenomenon (Yin, 2014); selected aspects of it are treated as a unit that is similar to a kind of phenomenon, with the kind of phenomenon being a category and the case being a category member. A model of a case can be devised for purposes of explaining the phenomenon's dynamic stability, change, or other pattern of analytic interest (Abbott, 2001, 2004). By contrast, in a purposive, design-focused case study, the model of a case is a means to discover how effectuators work in relation to a purposeful phenomenon's intent (Pawson and Tilley, 1997; Barzelay 2007, 2012). In this paper's purposive, design-oriented case study, the model of the case was developed for the Strategic TV Conference. It explained how the Strategic TV conference effectuated design-activity within E-JUST to decide how its technical-functions were to be performed, while also explaining how it effectuated organization-strengthening.

Monitoring. See, *controlling*.

Operating core. An idea in Mintzberg's purposive theory of organization design. The operating core is the part of the organization that performs an enterprise's technical-functions (and commercial-functions) on a routine basis. In a university, where the technical-functions include teaching and researching, the operating core includes individuals and groupings of individuals whose organizational roles are to teach and research. In JICA, where the technical-functions include planning, coordinating, and monitoring technical assistance projects, the operating core includes individuals and groupings of individuals whose organizational roles involve planning, coordinating, and monitoring technical assistance projects.

Organizational design. The overarching idea in Mintzberg's purposive theory of organization design. An organization design is a mechanism to effectuate the totality of the enterprise-functions in Fayol's purposive theory of enterprises. An aspect of an organization design is standardization. In the case study of the Strategic TV Conference, the idea of standardization was used to identify its mechanism-features, including protocols for meeting preparation, facilitation, and follow-up activities. In addition, the idea of a "superstructure" was employed to refer to the part of E-JUST's organization that was involved in managing the university as a whole, as well as in the design-project to create the system-designs and plans to perform the university's technical-functions.

Organizational-strengthening. See, *capacity development*.

Outcome. See, *intent*.

Partners. Collective actors in an international development cooperation project. In the case study, the partners included JICA, members of JSUC, the Government of Egypt's Ministry of Higher Education and Scientific Research and its Ministry of International Cooperation, and E-JUST itself, once it was established.

Partner-organization. The organization in a partner-country that is part of an international development cooperation project, whose strengthening is part of the project's intent, and that is on the receiving end of a technical assistance project. In the case study, the partner-organization was E-JUST.

Partnership-nexus. An element of development-project-triads as theorized in this paper. Conceptually, a partnership-nexus is a network of collective actors with a history and the intent to maintain the international development cooperation project and to seek its developmental adaptation. In the case study, the partnership-nexus included JICA, JSUC, and E-JUST. Its mechanism-like features included JSUC, the Strategic TV Conference, and the E-JUST Board of Trustees.

Pawson and Tilley. A reference to *Realistic Evaluation*, a path-breaking book, published in 1997, that called for using evaluation research to learn about how individual programs worked, so knowledge about how a type of program works might be cumulated. The co-authors were Ray Pawson and Nick Tilley.

Planning. An idea in Henri Fayol's purposive theory of enterprises. In this theory, management is a necessary function. The management-function is a gestalt-concept that includes planning, directing, coordinating, and controlling. Planning is a functional necessity of technical assistance projects and partner-organizations. The capacity to plan is an aspect of the strength of a partner-organization. In the case, the strengthened capacity to plan was a by-product of the activities of the Strategic TV Conference during 2009-2010.

Plans. An idea in Henri Fayol's purposive theory of enterprises. In this theory, management is a necessary function. Plans eventuate from planning activities. Plans facilitate coordinating and controlling. In international development cooperation, plans are a major mechanism-feature of the technical assistance projects. In the E-JUST case, plans were a major mechanism-feature of the technical assistance project for the establishment of E-JUST. The Record of Discussion between Japan and E-JUST also included a master plan for E-JUST. In the case study of the Strategic TV Conference, the idea of plans was introduced to refer to what was meant to result from design-activity, where the purpose was to create the means to perform E-JUST's technical-functions.

Presumptions. An idea in the purposive theorizing of practical reasoning, argumentation, and rhetoric (Walton, 1994). Presumptions are to practical arguments what premises are to logical arguments. Presumptions serve as reasons for practical inferences. An example from the paper is the major premise that all enterprises have the functional necessity of management and the minor premise that all international development projects are enterprises.

Process context factors. Same as *context* in the purposeful phenomenon paradigm.

Process design features. Same as *mechanism* in the purposeful phenomenon paradigm.

Processual sociology. A school of thought in sociology with deep roots in the Chicago School of Sociology. Major intellectual statements of this school of thought include Abbott (2001) and Abbott (2016). While this school of thought does not lay out purposive, design-oriented theorizing or case analysis, it has much to offer in thinking about ways in which mechanism and context are concatenated as well as in how they together affect the path of a purposive phenomenon.

Problem-diagnosis. An idea in purposive theorizing of problem-solving. It presupposes that the participants in a problem-solving scenario are clear about differences between a purposeful phenomenon's existing state of affairs and its intent. A problem-diagnosis uses professional knowledge to explain the existing state of affairs. A normal response to an accepted problem-diagnosis is to create a plan whose realization would alter the conditions held responsible for the deficient existing state of affairs in ways that would bring about a closer alignment between reality and intent.

Problem-solving challenge. An idea in purposive theorizing of problem-solving. A problem-solving challenge exists once when intent has been clarified in relation to an unsatisfactory state of affairs. It presupposes that a problem-structure has taken form.

Process-management. An idea in purposive theorizing about design-focused problem-solving (van Aken, et al., 2007). Process-management is the name for what effectuates the performance of a design-project's management-function. In the case of E-JUST, the design-project was to create the system-designs and plans to effectuate the performance of the university's technical-functions. From an organization design standpoint, the main process-management mechanism for this design-project was the acting University Council, as E-JUST's superstructure. This process-management mechanism was supplemented by the Strategic TV Conference, especially by such mechanism-features as the standing meeting and the protocols for meeting preparation, meeting facilitation, and meeting follow-up. The design-focused case study on the Strategic TV Conference focuses on this supplementary process-management mechanism.

Project Design Matrix (PDM). A document that eventuates from planning JICA's technical assistance projects. It is both a detailed plan (Plan of Operations) for the project and a demonstration that the project is suitably designed to effectuate its intent.

Purposeful phenomenon paradigm. An idea in purposive, design-oriented research on management, public policy, and other "sciences of the artificial" (Simon, 1996). In this paper, the term "purposeful phenomenon paradigm" and Pawson and Tilley's (1997) symbol, $C + M = O$, have the same conceptual structure and, for this reason, are one and the same idea. The term relates to the idea of purposeful program theory as presented Funnell and Rogers (2011).

Purposive theory. Purposive theory clarifies reasoning and argumentation about matters of intent, and how, once specified, they can be intelligently pursued. They are inherently useful for professional practitioners when engaging in design-projects and design-activity. Unlike normative or prescriptive theory, they explicitly focus on design-focused problem-solving.

Public value. See, *creating public value*.

Realistic Evaluation. The title of the book by Pawson and Tilley (1997) that called for using evaluation research to learn about how individual programs have worked, so knowledge about how a type of program works might be cumulated.

Simon, Herbert A. Leading 20th century academic in administrative science. Credited with developing positive theories of human decision-making in which rationality is procedural and concerned with incomplete information, ignorance, and limits to the calculative capacities of the human mind. Procedural rationality included problemistic "search" for information and choice-alternatives as well as the termination of search and the making of choices when the first satisfactory alternative is found. The single-word term that became the standard way to refer to this theory is satisficing. Professor Simon was awarded the Nobel Prize in Economics in 1978 for this work. Nevertheless, the work that is directly relevant to the present paper are the ideas laid out in Simon's book, *Sciences of the Artificial*, the first edition of which was published in 1969, and the third and final edition of which published in 1996. In this hugely influential book, Simon argued that fields of research and education that are tied to professional practice, as in engineering, architecture, and management, ought to be concerned with designing. In chapter 5, Simon outlined (what we call here) a purposive theory of designing that, in being abstract and generic, was meant to apply uniformly to any field of professional practice. What Simon wrote proved influential as the interdisciplinary field of design studies developed; and this field, in turn, has come to influence the field of management, particularly through the work of Joan E. van Aken (see entry). This paper's idea of a purposeful, design-oriented approach to studying public programs, administration, and management involves a synthesis of all of this background, one that is also coherent with the ideas in Pawson and Tilley's (1997) *Realistic Evaluation* (see entry and Barzelay, 2012).

Small wins. An idea in theories of purposeful phenomena, rooted in the work of Karl Weick, a noted social psychologist and organization theorist. The basic idea is that directed human motivation is an essential aspect of any purposeful activity. Directed human motivation is deficient in the absence of confidence that activity will truly become purposeful. Small wins is a design principle for neutralizing this deficiency. The principle is that tasks performed early in the career of a purposeful activity ought to have the effect of giving participants confidence that they are heading in the right direction and that their upcoming activities will constitute forward movement. A further idea is that participants will have to

come to their own beliefs on these matters for their own reasons, though a mechanism known generally as retrospective sense-making. Commentary on the principle includes the suggestion that the scale of activity that will have this confidence-instilling effect is minuscule compared the the sale of activity required to realize the intent of the purposeful activity in its totality. The term small wins encapsulates these ideas: a win is the attribution of forward movement and small refers to the scale differential just mentioned. In the present paper, the idea of small wins was mentioned as a way of understanding the rational basis for the assignments received by members of E-JUST's superstructure, eventuating from sessions of the Strategic TV Conference. The idea is included in the lessons learned from the case.

Social mechanism. Within sociological theory, a social mechanism is a robust social phenomenon. In any given local-present reality, viewed statically or dynamically, a social mechanism may or may not be active. A model of the static or dynamic characteristics of the local-present reality may include explanation of the activation and ramifications of a given social mechanism or a concatenation of them. In the case study of the Strategic TV Conference, the model of the case included the robust social phenomenon of peer-to-peer ties.

Specification. An idea in the purposive theory of design-focused problem solving (van Aken, et al., 2007). Specification is an aspect of design-activity, complementary to ideation and deliberation. What is specified is a purposeful phenomenon's system-designs and plans. Some plans are concerned with impression-management (and the associated idea of idealization of activities), while others are concerned with the actions of member-participants in organizations and design-projects.

Standardization. An idea in Mintzberg's purposive theory of organization design. In that context, standardization is one of three ways to effectuate task completion and inter-unit coordination, the other two being direct supervision and mutual adjustment. In this theory, standardization involves the formalization of behavior. Furthermore, there are three ideal-typical forms of standardization: procedures, output, and skills. In the case study, standardization of procedures was a major aspect of the Strategic TV Conference.

Strategic TV Conference. In the case study, the Strategic TV Conference was a mechanism to create the system-designs and plans for performing E-JUST's technical-functions.

Superstructure. An idea within purposive theories of organization design (Mintzberg, 1983). A superstructure is the collection of all the parts of an organization other than its operating core and support services; thus, the superstructure includes the strategic apex, technostructure, and middle-line. In the case study of the Strategic TV Conference, the concept of superstructure corresponded to the acting University Council.

System-designs. An idea within purposive theories of design-focused, problem-solving. In this theory, purposeful phenomena generally consist, in part, in system-designs, along with plans (van Aken, et al., 2017).

Technical assistance projects. One of three elements of a development cooperation project or, equivalently, a development-project-triad. A technical assistance project is what a development agency formulates and delivers, usually through an extended enterprise that includes partners. In the case, the technical assistance project was for the establishment of E-JUST. The development agency was JICA. The partners in Japan included Tokyo Institute of Technology, Waseda University, Kyoto University, Ritsumeikan University, and Kyushu University. The partner in Egypt was E-JUST.

Technical-functions. An idea in Henri Fayol's purposive theory of enterprises. It is one of six enterprise-functions, the others being management, commercial, finance, accounting, and security. In the case study of E-JUST, the term is used to cover all of a university's functions other than the management-function.

Theorizing. See, *methods of discovery*.

Tokyo Institute of Technology (Tokyo Tech). A prestigious public university in Japan. Tokyo Tech was a founding member of the JSUC for the establishment of E-JUST. Some of the university's engineering departments participated in delivering JICA's technical assistance project, including by dispatching academics to Alexandria. A senior academic official of Tokyo Tech, Professor Chitoshi Miki, was involved with E-JUST from its inception. As a member of the JSUC Strategic Working Group, he was a member-participant in the Strategic TV Conference.

Tsunoda, Manabu. As a JICA long-term expert, Dr. Tsunoda was a member of JICA's higher education team, in a headquarters role, during the planning of the agency's technical assistance project for the establishment of E-JUST. Subsequently, Dr. Tsunoda was posted to Egypt to serve as the head of the field staff in charge of coordinating and monitoring the implementation of the technical assistance project, with an additional role of being an adviser to Professor Khairy in his role as chair of the acting University Council and presumptive acting President. Dr. Tsunoda was the inventor of the Strategic TV Conference, with Professor Miki being a co-inventor.

University Council, Acting (E-JUST). In Egypt, university councils are standard features of the organizations of public universities. As a rule, they are collegial bodies chaired by a university's highest-ranking officer. They are empowered to deliberate and decide on a host of issues that relate to a university's management- and technical-functions. The idea of establishing a university council for E-JUST was part of the master plan that eventuated from the same events that brought JICA's technical cooperation project into definite form. Whether it was meant to be a highly empowered collegial body or just a liaison device to be used by the E-JUST president to facilitate coordination was left ambiguous by the master-planning activity. Soon after E-JUST had been formally established, the Ministry of Higher Education directed that the Executive Committee for the Establishment of E-JUST be realigned as the Acting University Council. In effect, this grouping of individuals and their committee-specific roles constituted the E-JUST superstructure in 2009, the year when the Strategic TV Conference was designed and activated.

van Aken, Joan Ernst. A Dutch academic who has written or co-authored numerous articles about how the study of management should be a design science (Denyer, et al., 2006) and who has formulated the idea of design-oriented problem-solving in organizations (van Aken et al., 2007).

Waseda University. A pre-eminent private university in Japan, located in the Tokyo metropolitan district of Shinjuku. Waseda was a founding member of the JSUC for the establishment of E-JUST. Some of the university's engineering departments participated in delivering JICA's technical assistance project, including by dispatching academics to Alexandria. The Strategic TV Conference was chaired by the Provost of Waseda, Professor Shuji Hashimoto.

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Abstract (in Japanese)

要約

キャパシティディベロプメント (CD) の観点からは、途上国のより良い社会構築のために途上国のカウンターパート機関の組織能力強化が求められている。従って、国際協力プロジェクトの多くは途上国のカウンターパート機関の組織能力強化を目的の一つとしている。しかしながら、同時に開発援助機関は「意思決定のディレンマ (decision-dilemma)」に直面している。なぜなら、開発援助機関はカウンターパート機関の組織能力強化のため組織運営 (management process) に関わらざるを得ない一方、逆にそれがカウンターパート機関の開発援助機関への依存を伴うからである。

本ワーキングペーパーでは、技術協力プロジェクト「エジプト・日本科学技術大学 (Egypt-Japan University of Science and Technology, E-JUST) 設立プロジェクト」の組織能力強化に係る取組みの事例分析を行う。デザイン・サイエンスに焦点を当てた事例研究 (Design-focused case study) を通じて、プロジェクトの実施において、上記の「意思決定のディレンマ (decision-dilemma)」が、どのようなメカニズムにより緩和されたかを明らかにすると共に、合目的的理論 (Purposive Theory) の進展を試みる。本事例研究と合目的的理論 (Purposive Theory) を用いた分析により、国際協力プロジェクトにおけるカウンターパート機関の組織能力強化に資する実践知のみならず、公共経営分野全般の新たな手法開発の可能性も提示する。

キーワード：組織能力開発、プロジェクト・リーダーシップ、国際開発プロジェクトの円滑な実施、プロジェクト・モニタリング、デザイン・フォーカスト・ケーススタディ