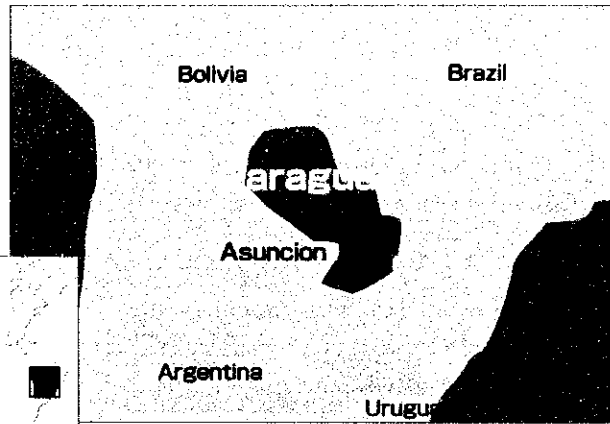
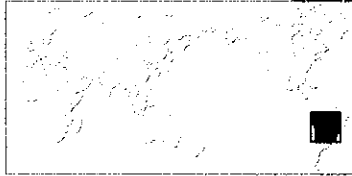


Poverty and Gender in Agriculture and Forestry Cooperation

Project Sites

Southern part of Pilar City (Neembucu Province)
 Blas Garay Settlement (Caaguazu Province)
 Pirapo city (Itapua Province)
 San Lorenzo City, Capibary City



1. Background and Objectives of Evaluation Survey

JICA has gradually recognized that it was important to give special consideration to the issues of poverty and gender, and apply social research during the project planning stage to projects targeting community people. However, specific methodologies to apply research results to the cycle of project planning, implementation and evaluation had not been established, and hence methods had been created on a project by project basis.

This evaluation study was carried out in order to develop methodologies to address poverty and gender in the project cycle. The study is aimed at evaluating four completed projects and ongoing agriculture and forestry projects in Paraguay from a perspective of poverty and gender, understanding activities of other donors from the same perspective, and deriving lessons and recommendations from the results of the evaluation for feedback to future cooperation in the agriculture and forestry sector.

In the effort to make the study objective, and utilize the experience and knowledge of specialists in the field of gender and poverty, an external organization, Global Link Management, Inc., was delegated responsibility to carry out the evaluation.

2. Evaluated Projects

- **The Rural Development Project in the Region South of Pilar in the Paraguay**
(1994-1999, Project-type Technical Cooperation)
- **The Rural Development Project in the Blas Garay Colony and Its Influenced Area**
(1987-1994, JOCV Team Dispatch Program)
- **The Forestry Development Project in the Southern Region of Paraguay**
(1979-1986: Project-type Technical Cooperation

[including the extension period of 1984-1986], 1986-1987: Follow-up cooperation)

- **The Forest Extension Project in the Eastern Region of Paraguay**
(April 1996-April 2001, Project-type Technical Cooperation)

3. Members of Evaluation Team

Team Leader/Evaluation Method:

Keiko NISHINO, Global Link Management, Inc.

Poverty/Gender Analysis I (Education and Living Improvement):

Naoko KAMIOKA, Global Link Management, Inc.

Poverty/Gender Analysis II (Health and Sanitation):

Tomoyo WADA, Global Link Management, Inc.

Agriculture and Forestry:

Seiichi MISHIMA, Global Link Management, Inc.

4. Period of Evaluation

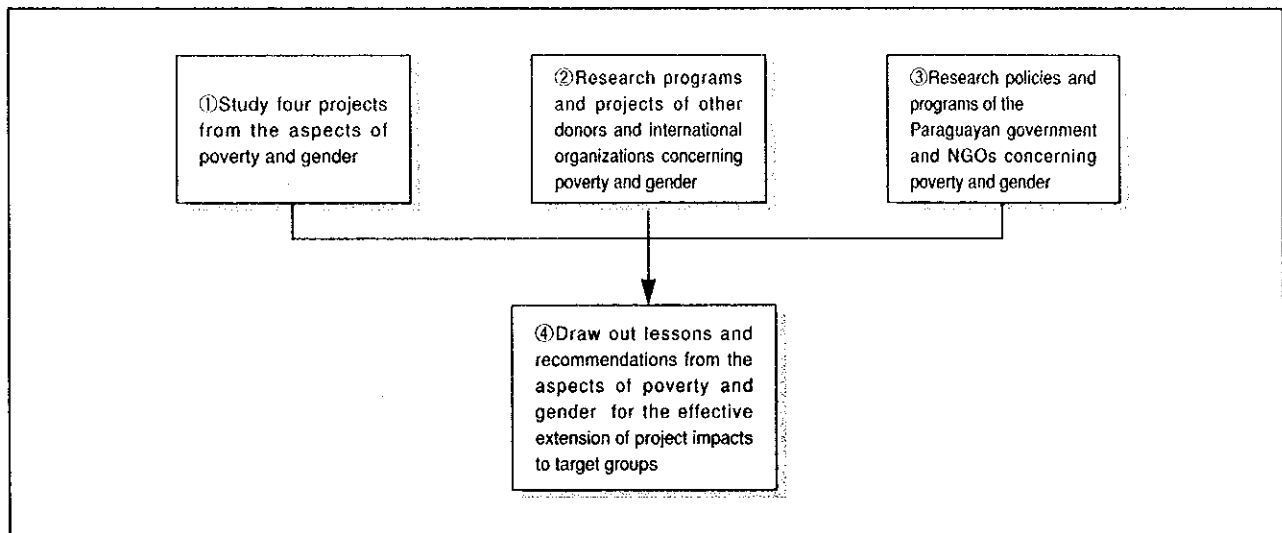
1 March 2000-7 April 2000

5. Method of Evaluation

(1) The Four Projects Subjected by the Study and Focus of Research

All four projects had been planned from an agriculture and forestry point of view, but they varied in terms of period of implementation, type of cooperation, project purpose, project sites and target groups. In order to evaluate the four projects in terms of poverty and gender, the research focused on studying the gap between impacts expected by the supply side (those who implemented the projects) and impacts realized by the demand side (those affected by the project, such as groups of poor people and

Table 1 Flow of the Study



women). The study used the following research methods: questionnaire survey to 21 Japanese experts, 14 JICA personnel and 20 counterparts on the supply side, focus group discussions with 89 women and 104 men on demand side, key informant interviews with 30 women and 56 men, twenty site visits, and analysis of approximately 30 secondary materials.

(2) The Situation of Paraguay

The evaluation team conducted interviews with eight government officials from the Secretariat for Women and Secretariat for Social Action and collected statistical materials in order to understand the situation of poverty and gender in Paraguay and to study government policies and approach to these issues.

Overall evaluation was based on the results of the above-mentioned studies, which were categorized according to three types of impacts the project had on the poverty and gender situation: expected positive impacts, unexpected positive impacts, and unexpected negative

impacts (Table 2).

(3) International Organizations and NGOs

The team also conducted interviews with eight staff members of the Inter-American Development Bank (IDB) and the World Bank in the capital city of Asunción in order to study how these international organizations and NGOs which had implemented agriculture and forestry projects give consideration to poverty and gender.

(4) Lessons and Recommendations for Considering Poverty and Gender

Based on the findings of (1)-(3), the study derived lessons and recommendations to make impacts of agriculture and forestry projects benefit the target groups with a special consideration to poverty and gender.

6. The Situation of Poverty and Gender in Paraguay

(1) Socio-economic background

According to the data of the DGEEvC (General Administration of Statistics Surveys and Census), the population of Paraguay in the year 2000 was 5.5 million. Characteristically, the population density has been very low in Paraguay. The majority of the population was mestizo of Spanish origin and indigenous Guarani, comprising 97 percent of the total population. The inflation rate was 9.8 percent (1996) and the rate of economic growth had been broadly flat in recent years. Forty-five percent of the working population were engaged in agriculture, thus the domestic economy was easily affected by unstable weather conditions and the low international price for agriculture products.

Table 2 Evaluation Grid of Project Impact

Evaluation Items	Specific Evaluation Items
Expected Positive Impacts	Improvement of Living
	Improvement of Access to Society
	Improvement of Education
	Improvement of Status
Unexpected Positive Impacts	Improvement of Living
	Improvement of Access to Society
	Improvement of Education
	Improvement of Status
Unexpected Negative Impacts	Improvement of Living
	Improvement of Access to Society
	Improvement of Education
	Improvement of Status

Decentralization had been promoted, although the central administration system was traditionally strong. The literacy rate was very high reaching more than 90 percent, but there was a regional gap between urban and rural areas.

(2) The Situation of Poverty and Gender

Paraguay was in the process of defining the poverty line, the criterion to measure the poverty status and the number of people comprising the poor population. The Basic Human Needs (BHN) research was one of the methods used by the Statistical Office. This approach defines poverty as the condition of not satisfying the four basic human needs of living environment, water and sanitation, education and the standard of living, and calculates the number of people who live in poverty. Another method of calculating poverty was also used: the minimal monthly income is calculated by multiplying expenditures (differs in urban and rural areas) necessary for purchasing food which satisfies the required daily calorific intake by Engel's coefficient. Looking at the situation of poverty in terms of regions, Asunción and the Eastern region were the wealthiest areas with the highest average income level and a well-established living environment. On the other hand, the Northern region was recognized as the poorest area in general.

The situation of gender in relation to agriculture and fisheries was examined. Although the land ownership law gives equal ownership rights to both women and men in Paraguay, land is rarely owned under a woman's name



Upper : Key informant interview
Lower: Focus group discussion

due to persistent traditional ideas that a man is the pillar of the family. Men normally have the right to make the final decision on what to produce on their own land. Men are more familiar with economic trends and agricultural products than women, and, therefore, men manage the household economy. Women and men both have equal access to loans under the law, but in fact, it is often difficult for women to receive bank loans because women do not hold land and are not recognized as agricultural producers. Also, it is mainly men who participate in farmer training. This is due to the notion that agricultural producers are men and, thus, more men will become agricultural extension workers. In fact, agricultural work is shared by both women and men; basically, men manage cash crops and women produce and manage domestic products. On the other hand, it is mostly men who engage in forestry. Nursery activities, which are often the tasks of women in many other countries, are also led by men. However, it is likely that both women and men collect fuel wood together.

(3) Policies and Actions of Government and International Organizations Concerning Poverty and Gender

Less than 10 years have passed since Paraguay became a democracy, and only a few years have passed since the ideas of social justice, equality, participation in Western terms, and bottom-up development were established. The government has been in the process of planning and establishing policies, programs and projects with the support of external assistance. Paraguay's policy concerning human rights and gender equality was legislated in the new constitution of 1992 for the first time. After the proclamation of the new constitution, the Civil Law was revised and a Development Plan followed shortly afterwards.

At present, the implementation of the gender policies are under the control of the Secretariat for Women established in 1993. The main activities are the enhancement of gender consideration at the department level as well as the promotion of equal opportunity for women. In addition, the Department of Promotion of Women and Rural Youngster, Direction of Agrarian Extension, the Ministry of Agriculture and Livestock established in 1997, planned to pay special attention to gender issues in each project of the Ministry. Furthermore, the Department has been continuously carrying out activities to improve the living conditions of farmers, mainly those of rural women.

In terms of poverty, there is no specific policy

targeting the poor population. According to the Secretariat for Social Action which has been responsible for the projects concerning poverty, they will formulate policies and plans targeting poverty by October 2000. The necessary information, such as a poverty map, was established and an agenda has been gradually developed. The Secretariat for Social Action was established as an implementing body for the Public Investment Scheme (PIS) launched under the funding of IDB in 1996, and they have been planning to establish laws and social policies to eradicate poverty.

Major projects concerning poverty and gender by donor agencies were the training project targeting rural women and minorities for poverty reduction carried out by the Secretariat for Women in conjunction with the European Union, and the World Bank's natural resources management project targeting small-scale farmers. There was also a lending and technical cooperation project, International Fund for Agricultural Development (IFAD), that covered poor households.

7. Impacts of Four Subjected Projects

(1) The Rural Development Project in the Region South of Pilar in the Republic of Paraguay

In the southern area of Pilar city, the Neembucu Province, covered by the project, poor land drainage caused agricultural lands and grasslands to be lost due to flooded rivers and heavy rain. The project started in 1994 with the aim of improving the living standard of small-scale farmers in the area. This project was planned to be terminated in 2001 after the two-year extension period. Six project outcomes were expected: 1) implementation of drainage work and management of drainage facilities, 2) establishment of model drainage management facilities, 3) establishment of participatory drainage management system by beneficiaries, 4) improvement of farming techniques concerning diversification of farming system, farming methods and soil improvement, 5) improvement and enhancement of extension work for the implementation of the diversified farming system and improved techniques, and 6) strengthening of agricultural development organization.

Table 3 shows various project impacts to the poor and women in the project area. Agricultural lands and grasslands were rehabilitated due to drainage work, and traffic was improved, and as a result, access to health

Table 3 Impacts of The "Rural Development Project in the Region South of Pilar in the Republic of Paraguay" on the poor and women

Items	Specific Items	Impacts
Expected Positive Impacts	Improvement of Living	<ul style="list-style-type: none"> Agricultural income of some small-scale farmers rose by an average of 10 to 20 percent. Production and consumption of fruit and vegetables increased slightly and the nutritional status was improved in the project area.
	Improvement of Access to Social Resources	<ul style="list-style-type: none"> Land for agriculture and livestock was rehabilitated after drainage construction and area available for agriculture became larger. Opportunities for technical training, such as seminars, were increased. The transportation system was improved though road improvement, and transportation time and cost were reduced dramatically.
	Improvement of Education	
	Improvement of Social Status	<ul style="list-style-type: none"> Participation and organization of some small-scale farmers empowered them and improved their social status and self-reliance. The awareness of some women participating in the activities was raised.
Unexpected Positive Impacts	Improvement of Living	<ul style="list-style-type: none"> Transportation costs of small-scale farmers were reduced due to the construction of access roads for drainage work.
	Improvement of Access to Social Resources	<ul style="list-style-type: none"> The construction of access roads improved access to health services as ambulances could reach and provide appropriate care for emergency patients. Electrification in the area was promoted by the construction of access roads. Although the project targeted small-scale farmers, mid- and large-scale farmers in the area benefited from drainage construction and then became interested to join the project, which revitalized the activities. Effective activities were carried out as a result of the partnership with local NGOs and local government institutions in addition to the Ministry of agriculture and livestock, the implementing organization.
	Improvement of Education	<ul style="list-style-type: none"> Access for education was improved by the construction of access roads.
	Improvement of Social Status	
Unexpected Negative Impacts	Improvement of Living	<ul style="list-style-type: none"> Road improvements provided easier access for strangers, and this triggered uncertainty in terms of public security in the area. Land became arid due to drainage and wild animals in the area were negatively affected. Water over-flowed into the area where drainage work was not completed, and this worsened the condition of flooding in the area.
	Improvement of Access to Social Resources	
	Improvement of Education	
	Improvement of Social Status	



Upper: Flooded trunk road
 Lower: Same road improved by the Project
 (The Rural Development Project in the Region South of
 Pilar in the Paraguay)

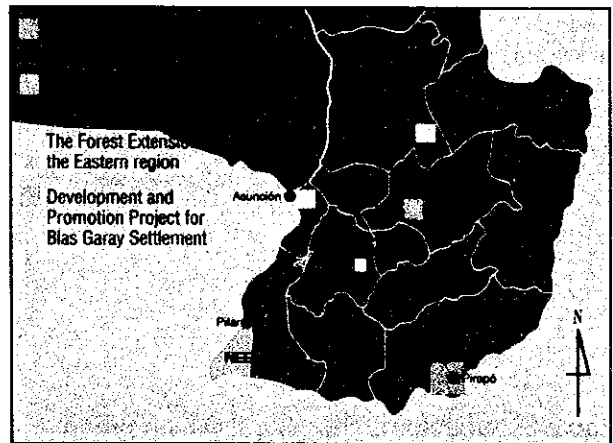
services was also improved. These benefits were shared by the entire group of small-scale farmers in the project area. At the same time, both women and men who played leading roles in the project realized other benefits such as income generation, improvement of social status, and raised awareness. These impacts did not reach other small-scale female and male farmers due to the project's limited amount of time and financial capacity.

The target group of this project was a segment of poor people. Among this poor population, the poorer people were likely to have a lower educational level and lower motivation to acquire new knowledge and skills. These poor people usually did not want to participate in the project until they saw visible outcomes of the project because of their economical disadvantage and fear of taking risks that might waste their time and resources. It often takes time for project impacts to reach many groups of poor people and women, and, therefore, a project must produce long-lasting effects. In order to do this, relevant



Cotton cultivation was restarted at the site recovered by drainage work (The Rural Development Project in the Region South of Pilar in the Republic of Paraguay)

Fig.1 Map of project locations



activities would have to be continued and financial resources secured. However, project activities might be suspended after the termination of the Japanese cooperation because of the financial limitations of implementing organizations. Special consideration for these situations would be necessary.

(2) Rural Development Project for Blas Garay Colony and Its Influenced Area

Although the Blas Garay Settlement, Caaguazu Province, a site covered by the project, had the right conditions for producing fruit and vegetables and their farmers had high motivation, the region was underdeveloped since few public services reached the area.

Under these circumstances, the project was carried out under the JOCV Team Dispatch Program aiming at income generation of small-scale farmers through the improvement of production techniques for fruit and vegetables. During the project period from 1987 to 1994, twenty volunteers were sent to the Direction of Agrarian Extension of the Ministry of Agriculture and Livestock. There were five main outcomes of the project: 1)

production techniques of cash crops, mainly vegetables and fruit, were transferred, 2) farming techniques were efficiently extended, 3) affordable and high-quality farming equipment was guaranteed, 4) produce sales were

promoted, and 5) other living conditions were improved.

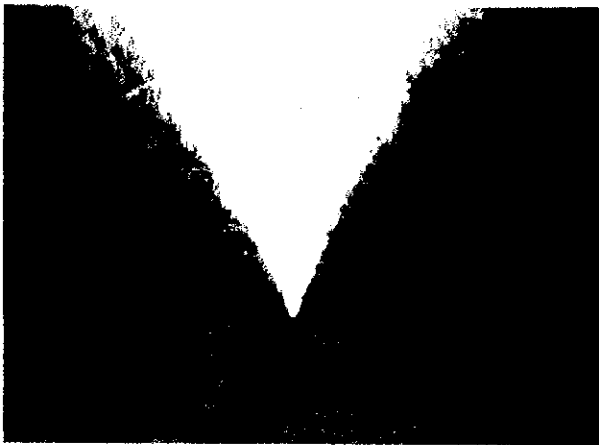
Table 4 shows the impacts of the project relative to poverty and gender. Major impacts were acquisition of new technology and know-how, an increase of

Table 4 Impacts of "the Development Project in the Blas Garay Colony and Its Influenced Area" on the poor and women

Items	Specific Items	Impacts
Expected Positive Impacts	Improvement of Living	<ul style="list-style-type: none"> • Production of fruit and vegetables increased. • Nutritional status of families improved as a result of increased intake of fruit and vegetables.
	Improvement of Access to Social Resources	<ul style="list-style-type: none"> • Access to loans was improved as a result of the establishment of agricultural cooperatives. • Transportation is more convenient due to improvement of road. • Technical training became accessible due to the establishment of Blas Garay Agricultural Center. • Knowledge of fruit and vegetable production were acquired. • Techniques and know-how of fruit and vegetable production were acquired.
	Improvement of Education	<ul style="list-style-type: none"> • Children learned the basics of agriculture in gardens of elementary schools through the guidance of JOCV.
	Improvement of Social Status	<ul style="list-style-type: none"> • Both women and men small-scale farmers were empowered and improved their social status by acquiring skills and knowledge through seminars and technical training.
Unexpected Positive Impacts	Improvement of Living	<ul style="list-style-type: none"> • Farmers who had small increases in income were able to invest in the improvement of the living environment.
	Improvement of Access to Social Resources	<ul style="list-style-type: none"> • Access to local health services was improved through the public health center established with support from the project. • Farmers who had small increases in income were able to invest in the improvement of agricultural infrastructure. • Transportation was improved as a result of road construction. • Electrification of the community was promoted due to the support of the project. • Groups of small-scale farmers in other regions admired the increased production of fruit and vegetables in Blas Garay and therefore requested and undertook training.
	Improvement of Education	<ul style="list-style-type: none"> • Transfer of information to small-scale farmers and organizations of those farmers was to a greater degree than expected.
	Improvement of Social Status	<ul style="list-style-type: none"> • Human relations in the community were improved through project participation.
Unexpected Negative Impacts	Improvement of Living	<ul style="list-style-type: none"> • The sale of agricultural products was low due to a lack of appropriate activities to improve marketing, and farmers were unhappy about not gaining the higher income expected.
	Improvement of Access to Social Resources	<ul style="list-style-type: none"> • Small-scale farmers were not satisfied with the insufficient results of Blas Garay Agricultural Cooperatives, which were established as part of the project.
	Improvement of Education	
	Improvement of Social Status	<ul style="list-style-type: none"> • The project created envy among farmers who were excluded from the technical training and services provided by JOCVs and their extension worker Counterparts under the project. This had an adverse impact on human relations in the community.

Table 5 Impacts of "Forestry Development Project in the Southern Region" on the poor and women

Items	Specific Items	Impacts
Expected Positive Impacts	Improvement of Living	<ul style="list-style-type: none"> • Small-scale farmers who received skill training were employed at the Forestry Center. • Income increased as a result of skill training.
	Improvement of Access to Social Resources	<ul style="list-style-type: none"> • Forestry Development Center was established and opened to the local people. • Workplace for lumber, fittings, and sharpener was established and wood processing machine was set up. • Roads and communication facilities were established for the opening of Forestry Center.
	Improvement of Education	<ul style="list-style-type: none"> • Fifty-five youths including those from small-scale farmer households had the opportunity to acquire a skill after completing middle-school education. • Knowledge and skills of forestry were transferred.
	Improvement of Social Status	<ul style="list-style-type: none"> • Youths were empowered and their independence was enhanced as they acquired and applied new knowledge and skills. • Employment at the Forestry Center became available for foresters and their social status was raised as a result of skill training.
Unexpected Positive Impacts	Improvement of Living	<ul style="list-style-type: none"> • Small-scale farmers in the neighboring community of the Forestry Center were employed for construction and cleaning of the Center and this resulted in creating income resources for those farmers.
	Improvement of Access to Social Resources	
	Improvement of Education	<ul style="list-style-type: none"> • Seedlings for tree planting were distributed to local schools and the children's awareness toward community afforestation activities was raised and skills and knowledge acquired as a result.
	Improvement of Social Status	
Unexpected Negative Impacts	Improvement of Living	
	Improvement of Access to Social Resources	<ul style="list-style-type: none"> • Greater demand from the community for information regarding reforestation and the environment, and on activities of the Center arose because of exposure to the project and existence of the Center.
	Improvement of Education	
	Improvement of Social Status	



Newly planted forest
(The Forest Extension Project in the Eastern region of Paraguay)



Focus group discussion (women of small-scale farm house holds)

agricultural production, and improvement of the level of nutrition of the small-scale farmers. However, income of the small-scale farmers did not increase as expected. The issue of market was not taken seriously into account (no IOCV member was specialized in marketing). As a result, agricultural product sales were poor and this was also affected by the economic recession and spread of smuggling. Activities targeting women were carried out only on an occasional basis since women were not identified as beneficiaries in the initial plan. However, the limited group of women who participated in the project activities benefited by being empowered and acquiring fruit farming techniques.

Small-scale farmers expressed the view that beneficiaries of the project should be involved in the project management in any form for effective and efficient use of resources as well as for avoiding negative impacts to poor people and women. It would be highly possible that resources would be inappropriately used and would not reach beneficiary groups if the resources were managed only by the supply side, particularly by the central government.

(3) The Forestry Development Project in the Southern Region of Paraguay

This project was implemented between 1979 and 1989 in the rapidly developing area of Itapua Province, Southern Paraguay aiming at the development of basic technology on afforestation and nursery, as well as the development of medium-level engineers for the forestry sector. Four major outcomes were identified; implementation of variety-classified afforestation in pilot and normal forests, implementation of variety-classified nurseries in model fields, training in the basic processing techniques and execution of various processing experiments, and the development of engineers. The project activities were carried out mainly at the Forestry Development Center (CEDEFO), which was constructed under the grant aid program of Japan in 1981.

The project impacts on the poor and women are indicated in Table 5. The impacts to the poor and women were very limited because the concept of poverty and gender consideration was not popular at the time of project initiation in the late-1970s and small-scale farmers and women were not targeted by the project since it aimed to develop engineers. However, side effects of the additional activities brought benefits to local small-scale farmers. Those farmers raised their awareness of the significance of reforestation and forest preservation and acquired the knowledge and skills of reforestation and nursery management through the activities, which distributed free seedlings for reforestation in schools and neighboring communities.

(4) The Forest Extension Project in the Eastern Region of Paraguay

This project is JICA's third in the forestry sector in Paraguay following the two mentioned above (Paraguay



Nursery in Cesar Barrientos



Community Nursery in Capibary started through the project

Forestry Development and Central Paraguay Afforestation project). The project began in 1996 with the aim of transferring skills and knowledge of sustainable forest resources management. The project also aimed at spreading afforestation activities to the people engaged in forestry and to community members in the eastern area where the share of forests had declined to 15 percent of national land. The project was terminated in April 2001.

The JICA project office was located in San Lorenzo city in the outskirts of the capital city of Asunción. The project covered a wide area of the Eastern part of Paraguay. Community-based agro-forestry activities

targeting poor groups and women were carried out through the dispatch of a female expert on socio-economic analysis in the Capibary area, San Pedro Province. Activities focused on Training Seminars of Community-based Agro-forestry, which integrated social and gender aspects, and a total of fifteen seminars were carried out by the time of evaluation. Twenty-six forestry promoters (including eight women) who would be in charge of forestry extension were fostered through part of activities, and then strengthening the capacity of communities to solve problems was attempted through the approximately 40 community-based reforestation projects.

The results of the project activities in the Capibary area were evaluated from the aspects of poverty and gender. As Table 6 shows, integral benefits to the rural development were brought about as reforestation and afforestation activities were promoted and the standard of living was improved. It was also recognized that the position of women was enhanced as a result of the introduction of gender sensitivity.

However, project benefits were limited to the community members who directly participated in the community-based activities, but did not extend to other areas of Capibary city. Forestry extension work would be implemented more effectively and efficiently if poverty

Table 6 Impacts of The "Forest Extension Project in the Eastern region of Paraguay" on the poor and women

Items	Specific Items	Impacts
Expected Positive Impacts	Improvement of Living	
	Improvement of Access to Social Resources	
	Improvement of Education	<ul style="list-style-type: none"> • Opportunity to learn skills and knowledge of natural environment preservation, reforestation, nursery, use of thinned wood and agro-forestry was created. • Knowledge of health, hygiene and nutrition improvement was acquired. • Knowledge of gender was acquired through training. • Training on planning, management, monitoring and evaluation of community project was carried out and knowledge was acquired.
	Improvement of Social Status	<ul style="list-style-type: none"> • Status of the community members who became forestry promoters were upgraded. • Community organizations were strengthened. • Participation of community members in forestry activities and community activities in general was promoted. • Women were more involved in both community and household matters through training and knowledge of gender.
Unexpected Positive Impacts	Improvement of Living	
	Improvement of Access to Social Resources	<ul style="list-style-type: none"> • Some nurses became forestry promoters; therefore, access of the entire community to health services was improved. • Services for transportation and communication were indirectly improved.
	Improvement of Education	<ul style="list-style-type: none"> • Elementary and middle-school students visited sites of community reforestation and afforestation activities and recognition of reforestation in the community was upgraded as a result.
	Improvement of Social Status	<ul style="list-style-type: none"> • The relationship among the community and schools, churches and municipal governments was enhanced.
Unexpected Negative Impacts	Improvement of Living	
	Improvement of Access to Social Resources	<ul style="list-style-type: none"> • The community was not satisfied with the community forestry activities as not everyone could receive skill training at the Forestry Center in Capibary.
	Improvement of Education	
	Improvement of Social Status	

*Agro-forestry is a land use method which grows agricultural produce and trees most suitable for a certain plot.

and gender issues were considered by the counterparts who gave follow-up training, and the benefits would be distributed on a wide scale.

8. Lessons Learned and Recommendations Considering Poverty and Gender in the Agriculture and Forestry Sector

(1) Definition of poverty and identification of poor groups

At first, it is necessary to identify what kind of people are categorized into poor groups in countries and areas covered by the project. However, it is often difficult to define poverty in a uniform sense, and therefore JICA sets standards suitable for each project. The necessary information to identify the poor population, such as the government's definition of poverty, policies towards poverty, and contents of projects targeting the poor, should be prepared and analyzed by local JICA offices. A system should be established whereby local offices are able to provide information according to the needs of headquarters.

(2) Concept and method of classification of poverty reduction project, pro-poor project, and general project

A poverty reduction project has the goal of reducing and alleviating poverty, while a pro-poor project is one that attempts to bring about benefits to the poor groups in the target areas, along with achieving certain outcomes. In contrast, a general project can be defined as one where activities are carried out mainly at the training center and research institute, and concerns counterparts but not community people or the poor people in particular. In this sense, poverty reduction projects should not be formulated through particular sectors, agriculture and



Drain load constructed by the project

forestry in this case, but should be approached from a broader cross-sectoral view, which is often used by country programs, with the aim of resolving the issues of poor target groups. The official documents of poverty reduction or pro-poor projects should clearly state that the projects address poverty in order to gain the understanding of counterparts and other stakeholders.

(3) Concept of target group in Project-type Technical Cooperation

Different stakeholders hold varying concepts of "target group" or "primary beneficiaries" for projects. Experts of Project-type Technical Cooperation, in particular, strongly recognized that direct beneficiaries are the counterparts to whom technologies would be directly transferred. However, primary beneficiaries would be the poor population if the project aims at poverty alleviation. Hence, it is generally considered that the counterparts of technology transfer should be the ones to address the issue of poverty, and not the Japanese side. It is also argued that it is not the experts' responsibility to work directly with farmers, but to establish the system and transfer technologies. However, Japanese experts should consider primary beneficiaries more seriously, since projects are carried out in collaboration with the counterpart country. Otherwise, the concept to alleviate poverty will not be established.

(4) Concept of Extension in Poverty Reduction/ Pro-poor Project

Japan's method of technical cooperation has been very effective in supporting South Asian countries, which have both the financial and human resources and government capable of providing their own training and extension activities. Nowadays, Japanese cooperation covers larger areas and the purpose and components of cooperation have become more diverse; hence, there are a growing number of cases where transferred technologies did not diffuse to other areas as expected. If a pro-poor project is planned for a country which would not be able to afford the local expenses, such as personnel costs, travel allowances for the personnel, gas charges, and fuel and light expenses, certain policy judgments are necessary to determine how local costs will be covered. Furthermore, if financial sustainability of the counterpart organization is not promising after the end of the cooperation period, the project needs to build in activities aimed at developing churches, NGOs and community-based organizations, or should include various types of cooperation, such as Community Empowerment Program,

Development Partnership Program, Dispatch of Volunteers or Grant Aid, in order to gain sustainability of extension activities.

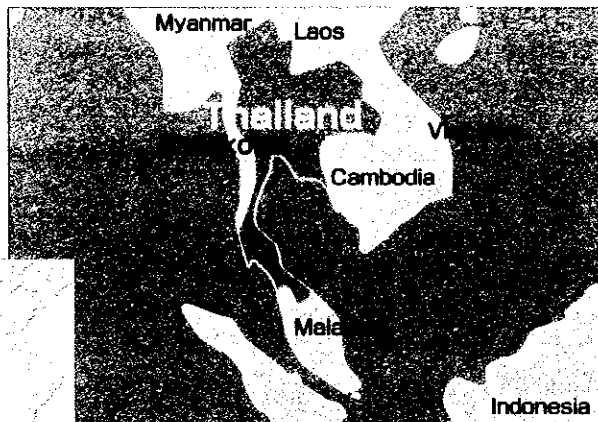
(5) Issues related to Formulating Poverty Reduction and Pro-Poor Projects

One difficulty of formulating poverty alleviation and pro-poor projects is establishing indicators that measure project effectiveness. In recent years, the preparation of PDM came to be recognized and numerical indicators tend to be emphasized. However, activities often do not follow the plan when the project targets community people, particularly the poor groups. There are also many qualitative indicators; attitude and actions of poor people, access to jobs, and the use of income. Therefore, when the project targets poor people, it is necessary to include qualitative indicators and to make the project more flexible by considering the possibility of the second phase from the beginning and by accepting the modification of project approaches.

(6) Gender Considerations

Among the four projects evaluated, it was only the "Forest Extension Project in the Eastern region of Paraguay" that carried out a gender analysis in the preliminary study and identified necessary gender considerations. Although Country WID Profiles have been developed and information on gender has progressively improved in recent years, collection of the specific information of socio-economic background and the gender situation in the project area is vital to consider poverty and gender when a project is planned from JICA headquarters. Hence, it is important to carry out gender training for the personnel of local JICA offices in order for them to collect and compile gender information. In addition, it would be important to employ female extension workers, female counterparts and female experts in countries such as Paraguay where gender differentiation is significant. Furthermore, gender components should be clearly defined in the official project documents, and other organizational efforts made for adequate monitoring and evaluation, for example, by requiring the project team to develop guidelines and actions to address gender concerns.

Support for Persons with Disabilities



Project Site Bangkok

1. Background and Objectives of Evaluation Survey

Enhancement of the international support system for the realization of the goals of full participation and equality of persons with disabilities (PWDs) in social life had been attempted at the international level. The United Nations designated the year 1981 as the "International Year of Disabled Persons" and declared 1983-1992 as the "United Nations Decade of Disabled Persons". The General Assembly of ESCAP (United Nations Economic and Social Commission for Asia and the Pacific) also declared the Asian and Pacific Decade of Disabled Persons beginning in 1992. As part of this international trend, Japan developed a basic approach and specific measures concerning PWDs and established the "Long-term Program for Government Measures for Disabled Persons" in 1982 and the "New Long-term Program for Government Measures for Disabled Persons" in 1992. The promotion of international cooperation for PWD was set as one of the priority areas in the above-mentioned plans.

JICA has carried out various projects to support PWDs under various schemes, mainly Project-type Technical Cooperation, Acceptance of Trainee, and dispatch of Japan Overseas Cooperation Volunteers (JOCVs). JICA, in line with the international and national trends to strengthen the support system for PWDs, and has studied and considered direction and measures of future cooperation for the realization of the goals of equality and full participation of PWDs in their society through conducting Project Formulation Studies in 1996 and 1997 and regular internal study meetings from July 1998.

This evaluation was carried out with the consideration of these circumstances within and outside JICA, since JICA did not have any previous experience to draw from for the establishment of a system for providing assistance

for PWDs. Thailand was selected for this case study evaluation, because JICA had already implemented certain cooperation projects in the field of supporting PWDs in Thailand, and expected to expand its cooperation in this field in Thailand, as Thailand plays a central role in the Indochina region.

The purpose of this evaluation study was to evaluate JICA's past cooperation and to identify lessons and recommendations for the improvement of future cooperation in terms of the realization of the goals of full social participation and equality of PWDs.

2. Evaluated Projects

- **Industrial Rehabilitation Center Project**
(Project-type Technical Cooperation FY1983-FY1990, Follow-up cooperation in FY1991, and Follow-up cooperation in FY1996)
- **Industrial Rehabilitation Center Project**
(Grant Aid Program in FY1983)¹⁾
- **Japan Overseas Cooperation Volunteers (JOCV) and Senior Overseas Volunteers**
(FY1992-FY1999): 10 volunteers dispatched
- **Acceptance of Trainees**
(FY1985-FY1999): 77 trainees accepted

3. Members of Evaluation Team

Team Leader:

Yukiko NAKANISHI, President, Asia Disability Institute

Sub-Team Leader:

Akiie NINOMIYA, Professor, School of Policy Studies, Kansei Gakuin University

Member:

Naoto OKAWA, Office of Evaluation and Post-

project Monitoring, JICA

Member:

Mari FURUKAWA, Associate Specialist, Indo-china Division, Regional Dept., JICA

Evaluation Analysis:

Makiko KOMAZAWA, Sekkei Keikaku Architects, Inc.

In addition to above, Ms.Yuriko SAITO, IC Net Thailand Inc., was joined the evaluation team as a local consultant

4. Period of Evaluation

11 August 2000-28 August 2000

5. Method of Evaluation

The overall goal for providing assistance to PWDs is the realization of full participation and equality of PWDs in society. This evaluation study was carried out using the framework presented below with this goal in mind.

(1) Present conditions of PWDs

The study attempted to understand the present conditions of PWDs in Thailand using statistical data and a questionnaire survey (133 respondents with disabilities) and to define the issues for achieving the goals of full social participation and equality of PWDs.

(2) Present measures to support PWDs

The study was carried out to understand the

international trends concerning support for PWDs, government's policies and programs in Thailand, and activities or future direction of cooperation from donors, international organizations and NGOs.

(3) Evaluation of JICA's past cooperation projects

1) Major JICA cooperation projects for PWDs in Thailand were evaluated using the methods below.

• **Industrial Rehabilitation Center**

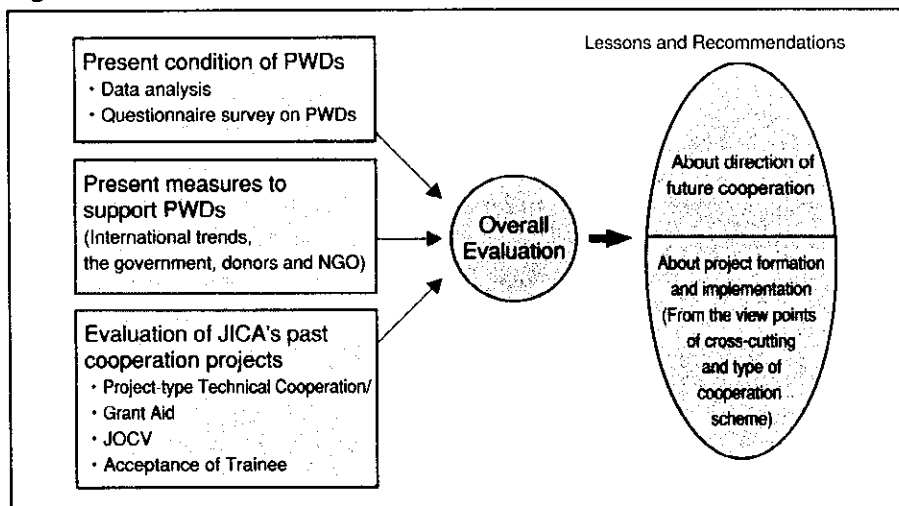
The project was evaluated in terms of five evaluation criteria (efficiency, effectiveness, impact, relevance, and sustainability) through field study and questionnaire survey on PWDs who received the training course at the Center.

• **Dispatch of JOCVs (including senior volunteers) and Acceptance of Trainee**

Questionnaires were delivered to organizations which hosted JOCVs and ex-trainees of the training courses. Based on those results, the evaluation was made mainly from the view points of effectiveness. In addition, group interviews were conducted with nine JOCVs who were still on duty at the time of evaluation and 20 ex-trainees in order to deeply grasp and understand where improvements could be made to both programs of JOCVs and technical training.

2) An overall evaluation of JICA's cooperation was then completed based on the results of the above-mentioned studies on the present conditions of

Fig. 1 Framework of Evaluation



1) While grant aid projects fall under the jurisdiction of the Ministry of Foreign Affairs, JICA is responsible for carrying out the necessary preliminary studies (preparatory studies, basic design studies, etc.). JICA also supports the implementation of grant aid projects.

PWDs, present measures to support PWDs, and JICA's past cooperation projects. Then the team evaluated the entire JICA cooperation program from the aspects of realization of full social participation and equality of PWDs.

(4) Lessons learned and recommendations for JICA's future cooperation

Based on the results of above (1) through (3), lessons and recommendations for the future direction of JICA's cooperation and improvement in the formulation and implementation of projects of JICA were presented.

6. Present Conditions of PWDs

(1) Statistical data on PWDs

Statistical data on PWDs were not yet sufficient in Thailand and the Situation of those living in local areas was hardly understood. At the same time, there were large discrepancies in the statistical data used by different government organizations. The Committee for Rehabilitation of Disabled Persons, the Department of Public Welfare of the Ministry of Labor and Social Welfare used the statistics compiled by the National

Public Health Foundation of the Ministry of Public Health. According to their statistics, for example, the population of PWDs was 4,825,681 (1996), which accounted for 8.1 percent of the total population.

A review of PWDs by age group showed that the ratio of PWDs in the age group of 60 or over and in the 20-29 age group was as high as approximately 20 percent each. Compared with the age distribution of total population, the age group of below 10 showed a considerably small figure, indicating a low survival rate for children with disabilities.

The statistics on the ratio of PWDs by type of disability compiled by the National Public Health Foundation indicated that persons with physical disability account for more than half, followed by persons with visual disability who accounted for about 20 percent, and these two types of disabilities alone constituted three quarters of the total. In developed countries, there had been a conspicuous tendency to show a significantly large ratio for mental disability or internal disorders (functional disorders of internal organs such as kidney malfunction and respiratory malfunction). In contrast, Thailand had a very low ratio for these types of disabilities. This was considered presumably because people were identified as

Table 1 What is the most serious issue that concerns you?

(multiple choice)

	Persons	%
Income and Finance	33	24.8%
lack of support to PWDs	32	24.1%
Work-related issues	21	15.8%
None	10	7.5%
Issues related to living	9	6.8%
Issues related to education	3	2.3%
Other (human relationships, etc.)	13	9.8%
No answer	21	15.8%
Total	142	106.8%

Table 2 What would you like to do in your life in the future?

(multiple choice)

	Persons	%
Job other than self-employment and vocational training	52	39.1%
Support to PWDs	25	18.8%
Self-employment	23	17.3%
Living and family	16	12.0%
Education and academic qualifications	10	7.5%
Other	20	15.0%
No answer	12	9.0%
Total	158	118.8%

Table 3 What is necessary to achieve your needs?

(multiple choice)

	Persons	%
Funds and loans	32	24.1%
Vocational training and job	15	11.3%
Official support from government agencies and institutions	16	12.0%
Understanding and aid from supporters and community	13	9.8%
Mental matters	10	7.5%
Support to education	7	5.3%
No description	7	5.3%
Others	13	9.8%
No answer	30	22.6%
Total	143	107.5%

Table 4 What do you enjoy the most now?

(multiple choice)

	Persons	%
Hobbies and life	72	54.1%
Job-related issues	25	18.8%
Supporting PWDs	20	15.0%
Issues related to education	4	3.0%
Other (degree of satisfaction, achievement or obscure responses)	8	6.0%
No answer	19	14.3%
Total	148	111.3%

PWDs only when their disabilities could be visually recognized. The Ministry of Public Health reported that as far as the category of mental and intellectual disabilities was concerned, although they started to provide services in some areas, there were not many specialists and the existence of disabilities itself was not recognized.

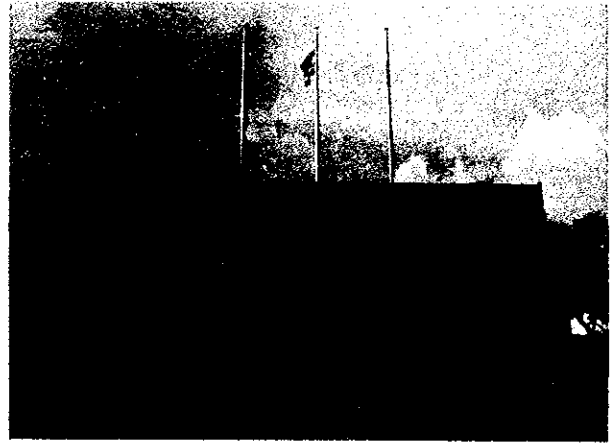
(2) The circumstances surrounding PWDs

In order to understand the circumstances surrounding PWDs and the issues remaining for the realization of the goals of full social participation and equality of PWDs from their own viewpoint, questionnaires were delivered to almost 680 people. There were 133 respondents and ratio of valid response was approximately 20 percent. The result of questionnaire were shown as table 1 to table 4.

Many of the respondents sampled for this survey belonged to a group of highly educated people fortunate to have a job, vocational training and social participation opportunities. Therefore, these people tended to be more self-sufficient and more involved in social activities than the overall disabled population. However, many still needed to secure employment and become economic independent. This survey also revealed the fact that these PWDs who enjoy a relatively favorable environment strongly feel that they could lead a meaningful life by participating in activities for supporting other PWDs, in addition to participating in activities that interest them. These findings also revealed that there was a growing tendency for PWDs in Thailand to seek self-realization and social participation, and that PWDs themselves could be important human resources for empowerment of other PWDs while not being content themselves with their position to receive protection.

7. Overall Measures to Support PWDs

Measures to support PWDs in Thailand have developed in line with international trends, such as the establishment of the "United Nation's International Year of Disabled Persons" (1981) and the "United Nations Decade for Disabled Persons" (1983-1992) as well as the declaration of the "Asian and Pacific Decade of Disabled Persons" (1993-2002) of ESCAP. Legal preparation was promoted, such as establishment of the 1991 Rehabilitation of Disabled Persons Act, the first law concerning PWDs in Thailand, and a basic level of human resources, facilities and financial resources had been secured at the central level. A support service system had been established, while advanced facilities, such as Sirindhorn National Medical Rehabilitation Center and Industrial



Industrial Rehabilitation Center



Electronics training course exercise

Rehabilitation Center, had played a role as models. Furthermore, NGOs, such as the Foundation for Handicapped Children, Redemptorist Vocational School for Disabled Persons, and Skill Development Center for the Blind, in collaboration with public organizations, played important roles at the central level and carried out flexible activities corresponding to existing needs. These achievements were very significant in the Indochina region and it was expected that Thailand, advanced in the region concerning providing assistance for PWDs, positively influence on other neighboring countries through displaying their achievement.

As mentioned earlier, the chief concern of PWDs was "securing a job" and "activities for supporting PWDs" to attain economic independence and self-realization. Measures to assist them to achieve these goals were required, such as creation of job opportunities, improvement of living environment including public transportation, raising of public awareness including employers, and support to the activities of PWDs themselves.

The Thai Government set forth priority areas with

Table 5 Result of evaluation of JOCV

(persons)

	Good	Not so bad	Average	Not so good	Bad	Total
Level of skill	3	4	3	0	0	10
Ability to speak in Thai	2	3	3	2	0	10
Teaching method	4	3	3	0	0	10
Daily communication with colleagues	5	3	1	1	0	10

respect to their measures to support PWDs, including quantitative expansion of basic rehabilitation services to PWDs such as medical care and education, upgrading of vocational training to achieve economic independence and creation of job opportunities. Improvement of accessibility of public transportation and other facilities was set as one of the measures to achieve these goals. These priority areas were in agreement with the needs of PWDs as mentioned earlier.

8. Evaluation of JICA's Cooperation Performance

(1) Industrial Rehabilitation Center (IRC)

1) Overview of cooperation

The Industrial Rehabilitation Center (IRC) Project was carried out under the programs of Project-type Technical Cooperation and grant aid from 1983 to 1991. The purpose of the project was for graduates of IRC to be employed. The outputs of the project were the establishment of facilities and equipment of IRC, development of management organization, development of trainers, and development of training curriculum and teaching materials.

2) Overview of evaluation results

Results of the evaluation of IRC project by the evaluation team are summarized below.

- a) IRC played a central role in the nation's policy for the employment of PWDs who suffered from industrial accidents as a pioneer in the field of vocational rehabilitation for those who suffered injuries in industrial accidents.
- b) IRC rehabilitated many trainees, and those who completed its training were very satisfied with its services.
- c) The level of technical skills on the part of the IRC director and staff was high among government agencies, and they were making use of the results of technology transfer by Japan.
- d) IRC had a considerable ripple effect on other agencies and high sustainability.
- e) IRC accepted domestic and foreign observation teams and many trainees from educational institutions for PWDs, and thereby has spread technologies transferred from Japan extensively in Thailand and in other Asian countries.

3) Recommendations to IRC

- a) In order to reflect the needs of PWDs to IRC's activities, it would be necessary to build a system that enables PWDs to positively participate in the decision-making process and operations concerning its activities.
- b) In order to flexibly respond to the needs of trainees and the needs of industry, it would be necessary to thoroughly review the training program at regular intervals.
- c) It would be necessary to establish a system for providing follow-up services for those who completed training at IRC.
- d) To provide more multi-layered services, IRC would be necessary to have close relationships with other institutes for PWDs to exchange trainees, information, and new techniques and have mutual access to facilities.

(2) JOCV Projects (including Senior Volunteers)

1) Overview of cooperation

A total of 17 volunteers (JOCVs) and two senior volunteers were dispatched in the disability field by



A JOCV carries out a PDW rehabilitation activity in a swimming pool

Table 6 Evaluation of training by former trainees (by people with/without disabilities)

Evaluation	Respondent classification	
	Without disabilities	With disabilities
Greatest training results	<ul style="list-style-type: none"> ① Learned about well-developed institutional framework and environment surrounding PWDs. In particular, impressed and motivated by staff's high awareness and high levels of training skills. ② Strongly impressed by the realization of economic independence 	<ul style="list-style-type: none"> ① Learned about well-developed institutional framework and environment surrounding PWDs. In particular, empowered by general public's awareness of PWDs, and high awareness of PWDs themselves. ② Strongly impressed by the realization of economic independence
Transfer of the training result	<p><Transferred training results in some way ></p> <ul style="list-style-type: none"> ① Reported within the affiliated institution or organization. • Contribution to program reform in the affiliated institution. • Gave a lecture and seminar in other institutions 	<p>< Participants with disabilities empowered PWDs themselves ></p> <ul style="list-style-type: none"> ① Reported within the affiliated institution or organization. • Activity for educating other organizations • transmission via mass media (radio, publication). • Gave a seminar. • Developed into collaboration with Japanese organizations for PWDs (National Association of the Deaf in Thailand and Japan Federation of the Deaf).
Improvements to be made	<p>① Training course setting</p> <ul style="list-style-type: none"> • The degree of satisfaction increases in the following order: group → country-specific setting → individual. • Separate courses should be prepared for staff in the service section and in the administrative section. • Appropriate participants for respective training courses were not always selected by DTEC selection method. 	<ul style="list-style-type: none"> • Disability-specific curriculum is effective in some cases.
	<p>② Content of training</p> <ul style="list-style-type: none"> • Trainees needs to have training that matches their own duty. ① More opportunities for on-site practical training and for social interaction with on-site staff are needed. • Prior adjustment of visit to/explanation of institutions to be inspected or visited (to avoid duplication). • Both public organization and NGOs should be included in site visits. 	<ul style="list-style-type: none"> ① More opportunities for on-site practical training and social interaction with on-site staff are needed. • More opportunities to exchange views with Japanese PWDs are needed • Techniques and training that can be learned without expensive facilities and equipment are needed
	<p>③ Upgrading communication tools</p> <ul style="list-style-type: none"> ① All teaching materials should be written in English or the Thai language. ② Teaching materials should be distributed before lectures. 	<ul style="list-style-type: none"> ① All training materials should be written in English or the Thai language. • Consideration must be given to provide translation into Braille and in large print for visually disabled persons, and teaching materials on floppy disks for aurally PWDs. • Quality of sign language interpreters should be improved. ② Teaching materials should be distributed before lectures
	<p>④ Follow-up after returning to home country</p> <ul style="list-style-type: none"> • Support for building a former-trainee network is needed. • Continuous provision of latest information is needed. 	
	<p>⑤ Others</p> <ul style="list-style-type: none"> ① There should be leeway of schedule which allows time to review and digest subjects during training. ② More training opportunities in Thailand are needed in order to enable participation of as many related personnel as possible. 	<ul style="list-style-type: none"> ① There should be leeway of schedule which allows time to review and digest subjects during trainings. ② More training opportunities in Thailand are needed in order to enable participation of as many disabled people as possible. • There are not many opportunities to transfer acquired knowledge to other people. JICA should provide such opportunities.

①represents items common to people with/without disabilities.

August 1999. Volunteers were posted to positions in physical therapy, nursing, and youth activities, and the host organizations were NGOs supporting PWDs, schools and facilities for disabled children and hospitals. Posted areas of the senior volunteers were social work and sports for PWDs and their hosting organization was the Sirindhorn National Medical Rehabilitation Center. The evaluation team evaluated the activities of ten volunteers who had already returned to Japan.

2) Overview of evaluation results

It was learned that JOCVs had high aspirations, made efforts to adapt themselves to the host

organizations, and eagerly provided their activities. The host organizations were also fairly satisfied with their activities. They also highly evaluated the technical skills, language proficiency, teaching skills and the communication skills of volunteers, although their Thai language skill was not as admirable as other skills.

At the facilities visited by the evaluation team, technical cooperation was combined with provision of equipment as facilities and equipment as these were needed to conduct technical cooperation. For example, a gymnasium was established at the Sirindhorn National Medical Rehabilitation Center under the

Grant Assistance for Grassroots Projects due to the efforts of the senior volunteers. Volunteers also served as role models, and contributed to improving awareness of PWDs and attitude on the part of the staff of the institution. In addition, JOCV built a self-help system through seminars organized spontaneously.

3) Recommendations for volunteer projects

- a) It was found that volunteers were not necessarily posted to the countries and organizations which they preferred; therefore, both the host side and volunteers were often unsatisfied with the situation. As a possible solution to this problem, applicants for JOCVs should express their priority with respect to host countries, types of job, and receiving institutions so that this information will be reviewed when the assignment positions were considered.
- b) To provide more detailed information to JOCVs, JICA should reorganize already compiled information on countries, activity areas, and organizations to which volunteers would be

dispatched.

- c) A system for performing a 'hand-over ceremony'²⁾ at the time of dispatching JOCVs should be strengthened in order to promote understanding of the host organizations towards the volunteer program, and the JICA office should consider the possibility of upgrading its monitoring system during the assignment.
- d) To assist JOCVs in their valuable activities, JICA should support the development of a network among JOCVs and between JOCV and experts.
- e) Volunteers need to continue making efforts toward improving their language skills in order to overcome communication problems that were a result of their poor Thai language skills. Volunteers themselves should continue making efforts to understand Thai society, and, in addition, should try to explain and reach out patiently to people around them in order to overcome the lack of understanding and low recognition of hosting organizations and colleagues.



A gym constructed by grant assistance for grassroots projects (Sirindhorn National Medical Rehabilitation Center)



Redemptorist Vocational School for PWDs (Pattaya)

(3) Acceptance of Trainee

1) Overview of cooperation

From 1985 to 1999, a total of 77 trainees participated in 14 training courses in Japan, including a course for rehabilitation experts, a leadership training course for PWDs, and a course on the welfare of mentally disabled people.

2) Overview of evaluation results

Participants who had returned to Thailand were generally highly satisfied with the training. More than 80 percent of the 77 survey respondents had mentioned that they were making use of the acquired skills and about 80 to 90 percent of these respondents said that they had transferred the acquired skills and knowledge to colleagues through debriefing and guidance sessions at their workplaces. Some 60 percent of the respondents also wrote reports on their training. As such, the impact of the training and achievement of project outputs were deemed to be high.

The evaluation team also held sessions for exchanging opinions among 20 trainees (eight with disabilities and 12 without disabilities) in order to

²⁾ The ceremony that is carried out by the JICA office, Department of Technical Economic Cooperation and hosting organizations at the beginning of the assignment of volunteers.

understand the details of training outcomes. The following are the results (refer to Fig. 6 for details).

The major training outcome of people both with and without disabilities was their increased awareness through seeing the established environment for PWDs in Japan. They found that the support system for PWDs was well-established, motivation of PWDs was high and, as a result, PWDs were able to realize social participation. In addition, training-course participants said that they were greatly empowered through the interaction with PWDs in Japan.

On the contrary, in Thailand, there has been a shortage of human resources, as well as a limited number of opportunities for the development of personnel in the field of support for PWDs. It is also found that the demand for new skills and information in the field is very high.

3) Recommendations for Acceptance of Trainees

- (a) In order for trainees to obtain greater results from training, it would be necessary for them to participate in the courses that match the characteristics of the trainees (whether they had disabilities or not, whether they are staff members working in the department that provides service or in the administrative department). To achieve this, it is recommended that the qualifications of trainees should be clearly listed on the application form. It would be also important to set up well-thought-out programs, such as combined-type lectures for people with and without a disability, practical training by types of disabilities, or learning for case studies and research reflecting many fields of expertise.
- (b) With respect to the content of training, many of the former trainees required practical training and visits to institutions that would immediately help them with their duties. Training needs should be regularly assessed and then the training program should be redesigned accordingly. Since techniques that require the latest material/equipment and budget may not be utilized in many cases after the trainees return to Thailand, it would be necessary to consider providing training mainly in techniques that could be actually put into practice in developing countries, including Thailand.
- (c) Since the latest information in the field of supporting PWDs tended to be insufficient in Thailand, many of the respondents requested that the latest information be provided after training,



Computer training course exercise

and that in-country training should be held. To this end, JICA must work for developing a follow-up system for former trainees such as expanding opportunities for in-country training and providing the latest information on an ongoing basis.

- (d) Although various kinds of disability-related projects were being implemented within JICA, these were independent projects and there was with no collaboration. If each project were well communicated, more effective cooperation outcomes could be yielded.

(4) Overall Evaluation

JICA started its cooperation in the field of supporting PWDs with Project-type Technical Cooperation and grant aid cooperation for IRC in FY 1983. In those days, the general public in Thailand had a very low awareness of PWDs, and it could be said that the government virtually provided no services to support PWDs. The construction of a full-fledged facility for vocational rehabilitation of PWDs through JICA's cooperation was a great achievement in this early period. As the awareness of PWDs on the part of the general public in Thailand has started to grow with the enactment of the Act for Rehabilitation of Disabled Persons in 1991 and declaration of the Asian and Pacific Decade of Disabled Persons started in 1993, IRC contributed to the diffusion of the concept of vocational rehabilitation and technology development. Particularly, the fact that IRC has achieved a self-sustaining growth in response to the growing domestic demand in Thailand, demonstrated the validity of the cooperation. Furthermore, the results of questionnaire survey revealed that the major desire of PWDs was economic independence, and thus this project was recognized to have made a great achievement

tackling the issue of PWDs through the supportive vocational training and social rehabilitation of those injured in industrial accidents.

With the popularization of rehabilitation of PWDs in Thailand, demand for human resources development in the field has been growing significantly since the early 1990s. About this time, JICA started to accept administrative officers, staff members of institutions and PWDs from Thailand on a full-scale basis as trainees, and contributed to training pioneering leaders and introduction of advanced techniques and systems in the field of supporting PWDs. In addition, JICA played a significant role not only in sending its JOCVs and Senior Volunteers to institutions for PWDs in Thailand for transferring techniques to the staff of these institutions, but also in improving the understanding and attitude of workers concerning PWDs.

As explained above, JICA's support for PWDs through various schemes extended to the areas of education, medical care, and vocational and social rehabilitation, and this greatly contributed to developing the foundation for realizing the goals of full social participation and equality of PWDs.

9. Lessons Learned and Recommendations

(1) Future direction of cooperation concerning the support for PWDs in Thailand

As was confirmed in the previous sections of "present conditions of PWDs" and "present measures to support PWDs", the Thai government had been attempting to establish a system for supporting PWDs in line with the international trends in order to achieve the realization of full social participation and equality of PWDs. At the central level, fundamental human resources, facilities and financial resources required to support PWDs have been secured to a certain extent. In order to realize full participation and equality of PWDs, it would be important to promote activities not only of the government, but also of organizations of PWDs and of other NGOs, and it would be essential to involve the entire society.

Therefore, JICA should focus its cooperation policy on expanding support to PWDs in rural areas where progress has been slow in providing support, and also provide cooperation in collaboration not only with the government, but also with organizations of PWDs, and other NGOs to realize the Thai government policies mentioned in Section 7.

Since Thailand has been a center of the Indochina region in terms of social and economical aspects, it has a

significant influence on and is ahead of its neighboring countries in the field of supporting PWDs. Therefore, provision of support to "PWDs in the neighboring countries with Thailand as its core" forms an important framework for efficient and effective provision of cooperation with ESCAP, which has long experience in supporting PWDs in the region and NGOs would be highly beneficial in forming and implementing cooperation projects in line with such framework.

(2) General lessons about project formation and implementation

Recommendations for the IRC project, the dispatch of volunteers and acceptance of trainee were described in Section 8, "Evaluation of JICA's Cooperation". general lessons in terms of formulation and implementation of projects are listed below.

1) Participation of PWDs in cooperation and development of environment for the participation

PWDs know the needs of PWDs better than anyone else. There is also a positive effect of the model



Pier counseling at IRC



Gym rehabilitation at IRC

role of active PWDs for raising awareness of other PWDs. As a matter of fact, NGOs with PWDs participating in their planning and implementation efficiently carry out activities that meet the needs of PWDs, and thus both activity providers and recipients are very active. Therefore, in order to efficiently implement cooperation projects that satisfy the needs of PWDs, it would be necessary for JICA to allow PWDs in both Thailand and Japan to actively participate in all stages of a project cycle, including project formation, implementation, monitoring and evaluation. Also, it would be important to consider and establish an environment enabling the participation of PWDs.

Collaboration with the Japanese and Thai organizations of PWDs would be effective in providing conditions that facilitate active participation of PWDs in cooperation.

2) Consideration for PWDs in cooperation

In order to realize full social participation and equality of PWDs, it is important to secure the accessibility PWDs have as members of the community to various aspects of social and economic activities. Therefore, JICA should consider carrying out Development Studies and grant aid programs addressing the establishment of infrastructure and facilities that give consideration to PWDs. (ESCAP has already drawn up non-handicap guidelines for the development of infrastructure and environment with the cooperation of JICA experts.)

3) Collaboration with NGOs

Since JICA should tackle many cooperation themes, it cannot be expected to increase the annual amount of cooperation in the field of supporting PWDs in the future, and is required to work out a way to effectively use the present amount of cooperation. On the other hand, as mentioned earlier, there are a large number of excellent NGOs in Thailand that efficiently provide services that meet the needs of PWDs.

Although most of JICA's aid is in the form of technical cooperation between governments and the counterpart organizations are governmental organizations in general, it is recommended that JICA should work in partnership with good NGOs and use their know-how in order to address the issue of maximizing the effect of existing cooperation. Since manifestation of the effect of cooperation varies greatly depending on whether there is an established utilization system in a counterpart organization accepting our cooperation, particularly for small scale cooperation

such as the JOCV and Senior Volunteer dispatch, JICA should actively respond to requests for dispatch from good NGOs.

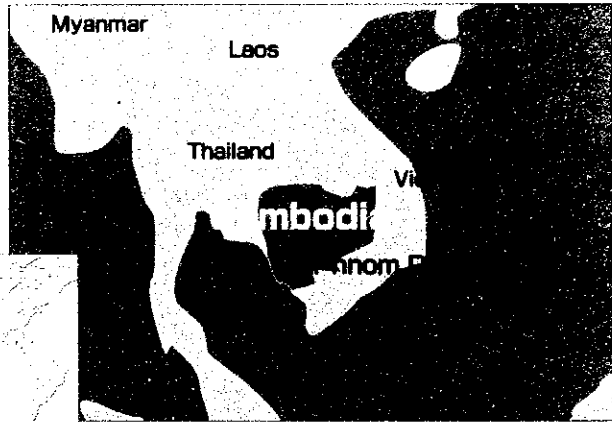
10. Attempts to Feedback the Evaluation Results

JICA's latest cooperation to support PWDs in Thailand was implemented in response to the results of this evaluation study. For instance, the Asia-Pacific Center for Persons with Disabilities (PWDs) Project was planned under a combined program of Project-type Technical Cooperation and Third-country Training Program, responding to one of the Recommendations mentioned in Section 9. (1), the promotion of activities to support PWDs in countries neighboring Thailand.

JICA also started to take the new approach towards actors other than governments, such as ESCAP, organizations and NGOs of PWDs, responding to the recommendation in Section 9.(2).2). For instance, the above project seek to develop collaboration with these various organizations, including ESCAP. In addition, the in-country training, entitled "Designing Public Facilities concerning the Access of Persons with Disabilities" was carried out with the technical support of ESCAP in March 2001. Third-country Training Program on "the establishment of an environment friendly to PWDs" is also planned in order to expand the cooperation to other neighboring countries.

Furthermore, the participation of PWDs in the cooperation projects also has been promoted, responding to the recommendation in Section 9.(2). 1). PWDs were involved in the meetings from the project formulation stage and they were also included as members of the field research team. As such, JICA has seriously taken account of the evaluation results and worked actively to design more effective programs for PWDs.

JOCVs' Cooperation for Vocational Training



Project Site Phnom Penh

1. Background and Objective of Evaluation

Since Cambodia concluded a Peace agreement in 1991, one urgent task for its recovery was human resources development, as well as repatriation of refugees. Considering this need, JICA began supporting vocational training mainly through the dispatch of JOCVs (Japan Overseas Cooperation Volunteers) in 1993. According to the reports from the volunteers, the technical transfer and impact and effectiveness of the projects varied considerably case by case. It was also found that trainees had difficulty to find employment after completion of training.

The objective of dispatching JOCVs, in general, was to promote voluntary activities of youth and unite with local people. It is also expected that dispatch of JOCVs contributes not only to technical transfer but also to mutual understanding between Japan and Cambodia. The projects (dispatch of JOCVs), however, had never been evaluated from this viewpoint.

Considering the above circumstances, therefore, JICA evaluated the impact and effect on technical transfer, as well as the other impacts of the activities in Cambodia to which JOCVs were dispatched. The evaluation is also important for the future dispatch of JOCVs in the vocational training sector, to aid Cambodia in its recovery efforts. The aim of the evaluation, therefore, is to distill lessons learned to better achieve the goals of Japan's cooperation for vocational training in Cambodia.

2. Evaluated Projects

This evaluation targeted the activities of the following 10 JOCVs in the field of vocational training during the seven years from 1993 to 1999.

- **Preah Kossamak Vocational Training Center**
6 JOCVs (2 for machine tools, 1 for automobile maintenance, 1 for Refrigeration, 2 for electronics)
- **Cambodia-Japan Friendship Skills Training Center**
4 JOCVs (1 for sewing, 1 for carpentry, 1 for Dress Hanking, and 1 for electronics)

3. Members of Evaluation Team

Team Leader:

Katsuzo Tsubata, Employment and Human Resources Development Organization of Japan

Vocational Training/NGO Cooperation:

Kouji Tejita, Vice-Secretary General, Shanti Volunteer Association

Evaluation of JOCV activities:

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Evaluation Planning:

Naoto Okawa, Deputy Director, Office of Evaluation and Post Project Monitoring, Planning and Evaluation Department, JICA

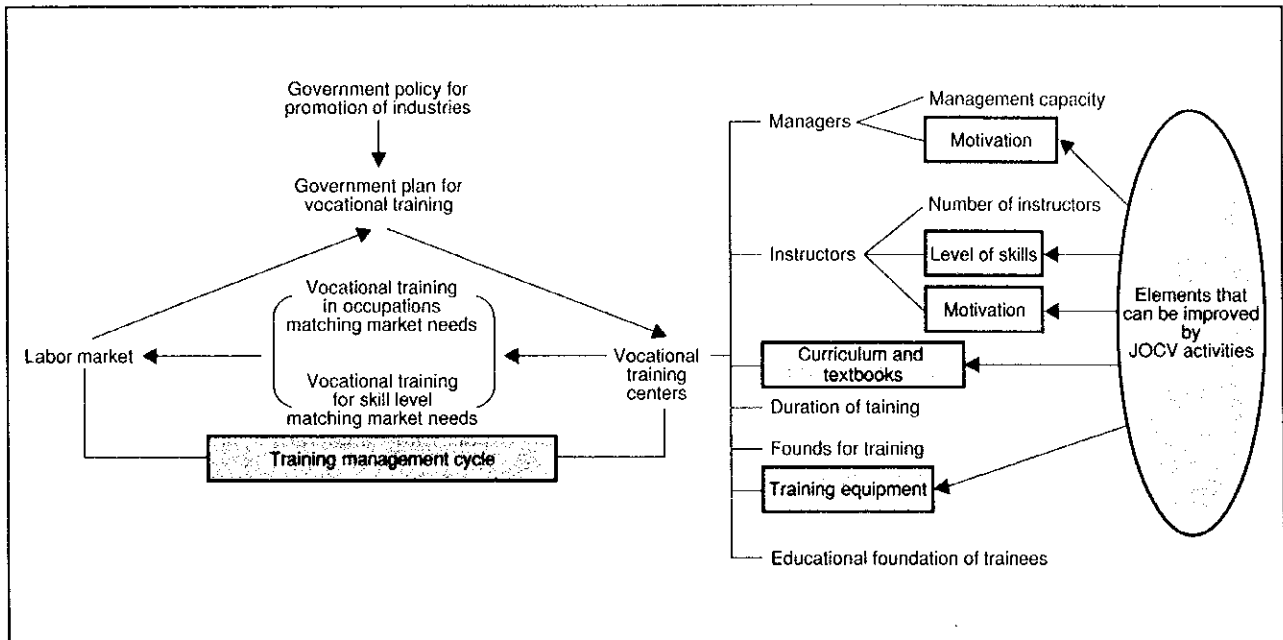
4. Period of Evaluation

18 September 1999-30 September 1999

5. Method of Evaluation

In this evaluation, the objective of dispatching JOCVs is set as "to improve the level of vocational training in their assigned organization", and the overall goal was set as "trainees are employed and contribute to the development of Cambodia". The activities of 10 JOCVs

Fig. 1 Components of the process from vocational training to employment



were evaluated, with respect to the above objective and overall goal, from five evaluation criteria, namely, efficiency, effectiveness, impact (the achievement of overall goal), relevance, and sustainability.

In addition, evaluation was carried out in the viewpoint of "mutual understanding of both countries", "promotion of domestic (Japanese) understanding of international cooperation and the increase of human resources", and "the training of youth".

The evaluation conducted through following methods; questionnaires completed by the 10 JOCVs, an analysis of their final reports, and interviews with the staff of the host country organizations and other related organizations.

6. Outline of Cambodia Industries and Vocational Training Activities

(1) Cambodia Industries

Cambodia relies mainly on agriculture and on the whole the manufacturing industry remains backward. Meanwhile, clothing manufacturing has grown since 1995, partly due to the preferential treatment by the United States and the receipt of foreign direct investment mainly from ASEAN countries. However, since 1999, the United States has controlled the amount of its garment imports, which has slowed the growth of Cambodia's sewing industry. In addition, following the Asian Economic crisis, Cambodia lost its comparative advantage in labor costs. Economic infrastructure has not been developed enough to attract labor-intensive industries

such as assembly plants. Thus, there is no growth factor found in the present manufacturing industry.

As Cambodia has now joined ASEAN, it should gradually abolish tariffs for the ASEAN countries by 2018. However, under the current circumstances no Cambodian industry has a comparative advantage with that of the other ASEAN countries. Therefore, its entry into ASEAN may be disadvantageous for the domestic economy.

Skilled workers in the manufacturing industry face difficulties to find work. The labor market is not large enough to absorb employees since industry is not developed, mostly relying on so-called back-street workshops, which tend to employ family members or relatives. In addition, the technical level of Cambodian skilled workers is not high enough to compete with Vietnamese engineers who have been entering Cambodia's domestic labor market.

(2) Outline of vocational training

During the socialist regime, under the system of a centrally-planned economy, vocational training schools had been established and managed, supported by aid from the Soviet Union and partly from NGOs of the United States and Europe. Since the dissolution of the Soviet Union in 1991, this aid was withdrawn. The Cambodian government was slow to respond to this situation however, and failed to draw up a new industrial promotion policy and vocational training plan in the context of a market economy. Instead, the vocational training system under the socialist regime continued

without the strengthening of vocational training schools. Staff and training equipment remained the same and the schools suffered from a lack of funds to cover management and labor costs.

But in 1996, the Asian Development Bank (ADB) provided 15 million dollars in aid for vocational training in Cambodia. The Cambodian Government then began promoting vocational training in the context of a market economy, from the base of two vocational training centers in Preah Kossomak and Russey Keo.

(3) Components of Vocational Trainings in Process from Vocational Training to Employment

The objective of the JOCV cooperation in the field of vocational training was set as the improvement of the level of training. The expected output at the final stage is the employment of trainees. The process from vocational training to employment contains the components listed below and Fig. 1, also. Although all of these factors should be developed and managed properly for the process to work, JOCVs can only be engaged in the italicized activities.

- 1) To draw up a national vocational training plan, based on the government policy for industrial promotion and market needs.
- 2) To implement training, after certain occupations and training levels were selected based on the vocational training plan of central government. The implementation of training should be guided by several factors including the capacity and motivation of managers, the number, skills and motivation of instructors, curriculum and textbooks, duration of training, budget, equipment, and the qualification of trainees.
- 3) Training needs of the labor market are conveyed to the central government through training centers



Preah Kossomak Vocational Training Center

and then reflected in the vocational training plan of central government.

7. Results of Evaluation

(1) Summary of evaluation results

With respect to the components in the process from vocational training to employment, JOCVs contributed to the improvement of the activities in which they could intervene, and the level of training improved accordingly. However, the quality of vocational training is still below the level required by the labor market due to many other problems remaining unsolved. Moreover, job vacancy itself is still limited because there was little development of industries. As a consequence, in many cases, trainees could not find employment following the completion of training.

On the other hand, JOCV cooperation had been more effective than expected regarding "mutual understanding of both countries", "promotion of domestic (Japanese) understanding on international cooperation and the increase of human resources", and "the training of youth".

(2) Outline of Preah Kossomak training center and evaluation results

1) Outline of the center

This center was established in 1964 and closed during the Pol Pot regime. In 1981, the center reopened and continued to operate with aid from the Soviet Union that fully covered management costs and equipment until the aid was cut off in 1991. At that time, approximately 20 experts from the Soviet Union were training Cambodian instructors on a regular basis. Though this center was the largest and at the highest level in Cambodia, it still suffered from a scarcity of funds for management after aid from the Soviet Union stopped. Therefore, teachers at the center were engaged more in side businesses, to supplement their low salary. The center eked out training on a reduced scale.

As to the training courses, they offered a two-year course for high school graduates in the subjects of electricity, electronics and civil engineering, and a one-year course for junior high school graduates in the subjects of air conditioning/refrigeration, car maintenance, machine tools, welding, radio repair, electricity, woodwork and plastering. The fixed number accepted by the center in a grade was 170 and the number of teachers was 59. Among these teachers, about half were trained in socialist countries including the Soviet Union. From interview and site visit, it

could be seen that teachers had basic skills and motivation to obtain new skills though their skill level still lagged behind that acceptable in developed countries.

The training equipment was outdated and mostly made in the Soviet Union. The evaluation team observed that in the courses for air conditioning/refrigeration and machine tools, the equipment was outdated but its quantity was satisfactory. Meanwhile, in the courses for electronics and car maintenance, the equipment was unsatisfactory in quantity as well as quality, which presented an obstacle to providing sound training.

The aid from ADB helped the Preah Kossamak vocational training center to become the "national vocational training center" in October 1999. The center was then in charge of curriculum development and re-training of teachers, and vocational training in the fields of civil engineering, electricity and electronics. Each of these three training courses was planned to have a two-year program for high school graduates and three-year program for junior high school graduates. The other courses that had been offered by the center were transferred to Russey Keo vocational training school. These training courses would also have two-year programs for high school graduates and three-year programs for junior high school graduates. The necessary equipment for improving the training was expected to be provided by the aid from ADB.

The management cost of this center was planned to be raised from the profits from short-term vocational training courses paid for by private companies. Recruitment of trainees for these private company training courses had already begun.

2) Evaluation results

Six JOCVs were dispatched to one-year courses targeting junior high school graduates. The following are the evaluation results of their activities.

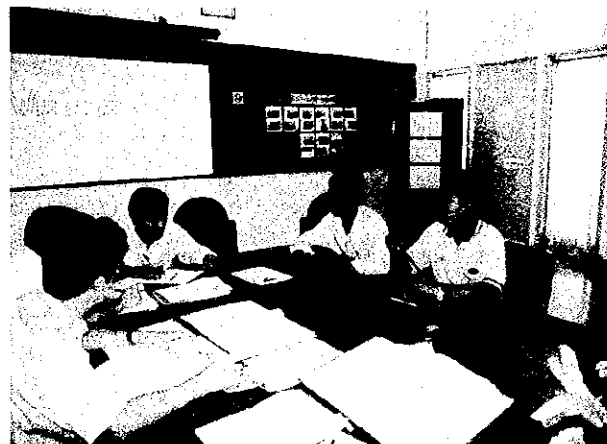
a) Efficiency

Although JOCVs worked hard in their activities, there remained many problems in the process from vocational training to employment, as explained above, which hindered the efficient implementation of JOCVs' activities. The problems which were obstacles to JOCVs' activities are as follows.

- Counterparts were paid a low salary (from 15 to 20 dollars per month) and needed to be engaged in side businesses. Therefore, they sacrificed their time for technical transfer.



Workshop of the machine tools course



Interview for counterparts of machine tools course (Preah Kossamak Vocational Training Center)

- Equipment for training was insufficient.
- The budget for the training was meager.

However, there were some achievements in JOCVs' activities despite these constraints, such as the repair of training equipment and curriculum development, which contributed to the improvement of counterparts' skills to a certain extent. These achievements resulted partly from the following advantages.

- Counterparts had basic skills.
- Counterparts were motivated to learn new skills and cooperative with the volunteers.
- JOCVs had good communication with counterparts and worked actively.
- JICA provided grants for training equipment through and JOCVs-related expenses

To sum up, the problems that hindered JOCVs' activities were somehow mitigated by the highly motivated JOCVs, good communication between JOCVs and counterparts, the capacity of counterparts to absorb skills, in addition to

JICA's support.

Three of the JOCVs were dispatched in 1993 and the other three were in 1996. Comparing the activities of the two groups, the latter seemed more efficient in their activities. This can be attributed to the fact that the former group worked to prepare good conditions for their successors. In addition, counterparts came to understand that JOCV activities are not for material cooperation but for technical cooperation.

b) Effectiveness

Though some of the objectives were not achieved, the activities were mostly satisfactorily implemented. The training level improved steadily with Technical Trainees Aid Programs¹⁾ and the preparation of equipment. Counterparts and graduated trainees highly evaluated JOCVs' activities.

c) Impact (the degree of achievement of overall goal)

Though we do not have accurate data on employment rates, we estimated from the interviews that the employment rate of the trainees in the course on air conditioning/refrigeration was 70 percent, car maintenance 40 percent, and machine tools 25 percent. It showed the employment rate was low in general. JOCVs were dispatched to the one-year course targeting junior high school graduates and the course contents were thus limited. Therefore, the low employment rate should be resulted by the low skills of graduated trainees basically, in addition to low capacity of undeveloped industry to absorb employment. Other factors include that the main means for employment was personal

Table1 Training record of Japan Cambodia Friendship Skills Training Center (1998)

Training Field	Number of times training held	Duration of training	Number of trainees
Sewing	3	90 days	30
Electronics	2	180 days	28
Printing	—	3 years	38

connections and that highly educated people, who graduated from high school at least, hesitate to be engaged in unclean, dangerous and hard work. All of these problems must be solved to increase employment rates; the most important task would be to improve the level of trainees' skills to match market needs by extending the duration of training and widening the scope of subjects taught.

d) Relevance

The dispatch of JOCVs for vocational training was relevant considering the low education level and underdevelopment of human resources. The sorts of occupations selected for JOCV activities were appropriate because they were elemental in the manufacturing industry, and the fields of electronics, car maintenance and refrigeration matched the increasing needs in the market. The centers receiving JOCVs need to have certain conditions for JOCVs to work properly since JOCVs are dispatched without any equipment and tools. Nevertheless, when the JOCVs were dispatched, there were many problems at all stages in the process from training to employment, without the support from the Soviet Union and a precise vocational training plan corresponding to market economy. For this reason, the dispatch of JOCVs to government-run vocational training centers at that timing can be judged less relevant.

e) Sustainability

The training was improved through the work of the JOCVs and appeared to remain at the same high level for the following reasons: 1) Counterparts remained in their positions, 2) The curriculum and textbooks made by JOCVs were utilized effectively and improved continuously, and 3) Provided equipment was also utilized effectively. In addition, as already mentioned above, the training system of the center was being reformed taking advantage of ADB's aid. Under the new system, a new curriculum and textbooks were to be developed based on the



Cambodia-Japan Friendship Skills Training Center

skills introduced by JOCVs, curriculum and textbooks made by JOCVs, and Technical Trainees Aid Programs. Thus, it is expected the outcomes of JOCV's cooperation would be sustainable.

(3) Outline of Cambodia-Japan Friendship Skills Training Center and evaluation results

1) Outline of the center

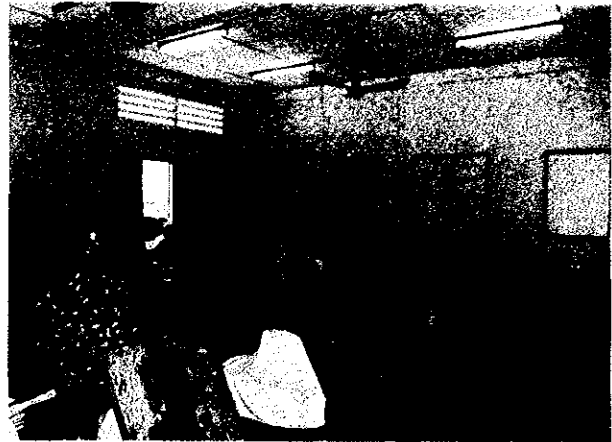
This center was established as a chalk-producing factory in 1982. Since 1984, the center had been engaged in production of learning materials, supported by UNICEF. In 1986, the center started providing vocational training for high school and junior high school students, as requested by the Ministry of Youth, Education and Sport. In 1991, the Shanti Volunteer Association (SVA) started providing assistance to the center. In 1993, the center changed its name to "Japan-Cambodia Friendship Skills Training Center." On the basis of SVA's plan, the center started accepting JOCVs in 1994. The center also upgraded its building and equipment, supported by other Japanese cooperation such as the Grant Assistance for Grassroots Projects, postal savings for international voluntary aid and WID-related equipment. This aid as well as its name made the center somewhat of a showcase for Japanese assistance.

The center conducted two courses. One accepted applicants from the general public. The other was for re-training the teachers of neighboring public schools. In addition, the center had a course for vocational training instructors in two public schools located adjacent to the center.

The course for the general public targets the poor and is divided into three subjects, namely, sewing, electronics and printing. JOCVs first trained counterparts (training in printing was managed by SVA experts), and then shifted management responsibilities for the training course to them. Training in woodworking was added in 1999.

Applicants for training courses in sewing and woodworking should have completed the second grade of junior high school. Applicants for electronics should be high school graduates. Separate entrance examinations were given for each subject. The examination and classes were free of charge. Students include many dropouts of another school.

The president of the center was dedicated to its management. Since 1986 he tried to introduce a self-sufficient accounting system by covering the cost for



Trainees produce clothing in the sewing course (Cambodia-Japan Friendship Skills Training Center)

training from school revenue. There were 24 teachers including eight women. Most of them are graduates of teacher's schools or Preah Kossomak vocational training center. Their average tenure was from six to nine years. Many teachers were in charge of the training subjects which were not their specialization. The salary of teachers covered living costs (approximately \$100), supplied by SVA.

Though training equipment was being provided by SVA, JOCV-related expenses, funds for WID-related equipment, and Grant Assistance for Grassroots Projects, it was still not sufficient. The quality and quantity of equipment affects the training curriculum and the level of training. Teachers were also unable to produce certain learning materials such as circuit diagrams and models used for lectures.

The annual management budget amounted to \$60,000, representing \$20,000 from SVA, \$20,000 from the NGO project subsidy of the Japanese government and \$20,000 from their own funds generated from the sale of sewing and woodwork products. Managing the center will be an important issue when the NGO project subsidy ends in 2002. (As the training in printing is now managed by a self-supporting system, it is not included in the above cost for management of the center)

2) Evaluation Results

The followings are the evaluation results on the

1) This is the training course held by Japanese local governments at prefectural level and cities designated by ordinance, supported by the Ministry of Foreign Affairs, aiming to promote technical transfer to developing countries. Trainees are selected by the organization, which were recommended by respective local governments. JICA is also one of these organizations and recommends counterparts of JOCVs as trainees to receive technical transfer.

activities of the four JOCVs in this training center.

a) Efficiency of activities

JOVCV activities were judged efficient and without any major obstacles. Success was related to the following factors:

- The head of the center was known for his noble character and high motivation for training.
- SVA was in charge of the arrangements for the center to receive aid, including that from Japan. Therefore, the center had a firm management system in place.
- Counterparts were active.

The activeness of counterparts can be traced to willingness and an incentive in terms of salary guaranteed by their production activities.

- JOCVs were competent, enthusiastic and had good communication with counterparts.
- Needed equipment was provided by Grant Assistance for Grassroots Projects and by JICA. In addition, counterparts who participated in Acceptance of Trainees Programs.

b) Effectiveness

JOCVs' activities improved the technical capacity of the center. Having the courses on sewing, electronics and woodwork, the center nearly became financially independent and able to manage the training courses on their own as for the causes on sewing and woodwork.

c) Impact (The degree of achievement of overall goal)

The employment rate of the trainees was low mainly because the duration of the training was short and the level of the skills obtained in the course insufficient to meet market needs. Counterparts in sewing training indicated that the trainees confronted difficulty in obtaining

employment in garment factories because the sewing training did not give them instruction in using industrial sewing machines. Besides this, the industrial sector was still underdeveloped and not providing many jobs. The training courses need to be revised to match market needs and the duration of the courses should be extended.

The effectiveness of the cooperation cannot be highly evaluated in the sense that the cooperation did not achieve satisfactory results in terms of the expected output, namely, the employment of trainees. However, it should be noted that the training in sewing and electronics was newly established by JOCVs and as such were not completely developed.

d) Relevance

Since the level of education was low and human resources training in Cambodia undeveloped, cooperation in the vocational training sector is relevant. As to the fields for which JOCVs were dispatched, training in sewing was reasonable considering the fact that the sewing industry is growing. Training in electronics and electricity match the growing needs for the repair of electrical appliances. Meanwhile, training in woodworking seemed not to correspond to market needs. The center was a suitable place to receive JOCVs, having been supported by SVA's aid and having prepared the basic conditions for receiving JOCVs.

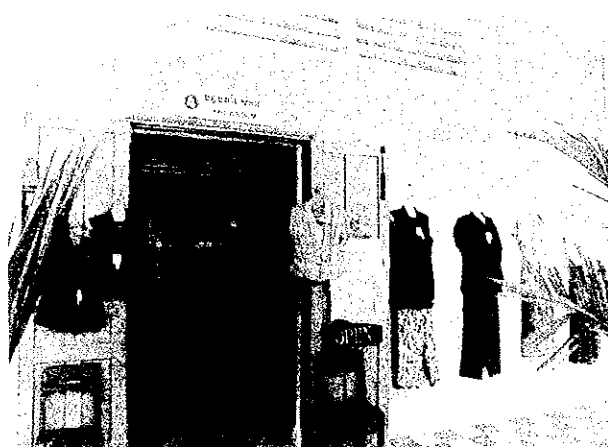
e) Sustainability

The training courses were improved by JOVCV activities and were expected to remain high for the following reasons: 1) Counterparts had remained in their position, 2) the curriculum and textbooks made by JOCVs had been continuously improved and utilized effectively, and 3) provided equipment had been utilized effectively.

As to the financial sustainability, the center should increase revenue by increasing production, since it cannot expect further NGO aid from the Japanese Government after 2001.

(4) Other impact (except for impact on technical cooperation)

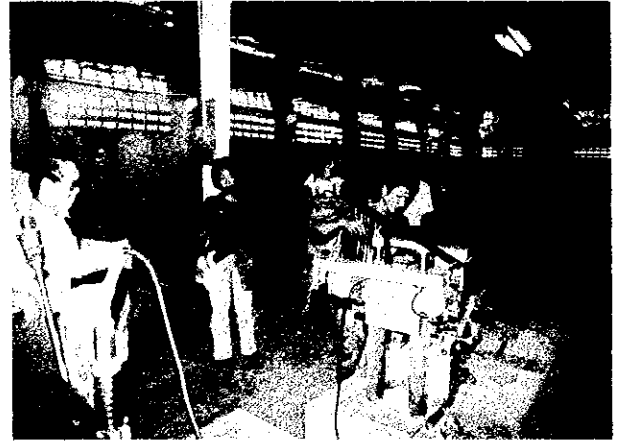
Since JOCVs' activities were voluntary activities at the grass-roots level, it was expected that their activities would also have an impact on "mutual understanding of both countries", "promotion of domestic understanding of



Products produced are sold at a shop in the training center

international cooperation and the increase of human resources", and "the training of youth". We evaluated these impacts based on the analysis of the questionnaire given to JOCVs (eight out of 10 members responded to the questionnaire) and interviews with counterparts and former trainees. The followings are the evaluation results, which show that the impacts of JOCV's cooperation were larger than expected.

- 1) Mutual understanding of both countries
 - a) All of the interviewed counterparts highly appreciated JOCV's activities. They came to like Japan and learned the Japanese sense of responsibility for toward work and rules, mutual respect, and willingness to help other people. Trainees also became familiar with Japan and gained admiration for the country through the exchange with JOCVs.
 - b) Six JOCVs were involved with other activities beyond their primary role including teaching Japanese, supporting athletes who participated in the 12th Asian Games in Hiroshima, AIDS education, supporting the recruitment of trainees, management of wireless machines in the JICA office and cooperation for the JOCV PR magazine.
 - c) All 8 JOCVs were keeping in contact with Cambodians, including two who married Cambodian women.
- 2) Promotion of domestic understanding of international cooperation and the increase of human resources
 - a) JOCVs were engaged in the following activities after they returned to Japan.
 - One presented the experience and the situation in Cambodia in a meeting of a local women's association.
 - One wrote an article of the activities in Cambodia for a monthly technical magazine.
 - One gave a series of ten lectures on Cambodia to the general public, as a part of NGO activities.
 - One reported on activities in Cambodia to the parents of pupils in the junior high school where he worked.
 - One opened a website which introduced Cambodia.
 - b) Eight members who responded to the questionnaire answered that they would like to work for international cooperation again if they had a chance. Some were actually involved in international cooperation. One was engaged in



Woodwork course exercise



Interview for counterparts of woodworking course

technical transfer in the private sector. One was dispatched to Cambodia again as a United Nations Volunteer. Another started a business to link Cambodia and Japan.

3) Training of youth

Six JOCVs out of eight answered that they underwent personal changes as a result of participating in JOCV activities, for example, by broadening their horizons, becoming calm and composed, and becoming more able to address problems in a positively.

8. Lessons Learned and Recommendations

The purpose of this evaluation is to draw lessons for more effective projects and support for JOCVs to achieve the goals of cooperation for vocational training in Cambodia. However, many lessons can be applied not only to JOCV activities but also to other aid schemes and to other countries. In fact, the future cooperation to Cambodia in the field of vocational training should include aid schemes other than JOCVs. Therefore, some of the lessons and recommendations listed below are not only for JOCV activities but also for cooperation

activities in the field of vocational training in Cambodia or in general.

(1) Issues to be considered in finding and formulating projects in the field of vocational training and in supporting JOCV activities

- 1) When designing a vocational training project, planners must ensure that adequate attention is given to each of the "components in the process from training to employment," which was mentioned early.

The most important among such components is that the final objective of vocational training is trainees' finding jobs and contributing to the development of Cambodia. Therefore, cooperation should target the technical level that matches the employment market.

Also, the indispensable key components in the process from training to employment are counterparts' motivation to absorb skills, level of their skill, and time they can spend for technical transfer. Thus, it is recommended to confirm the above three points by conducting interviews with counterparts in the background survey carried out following a request. Furthermore, though it is a worn-out lesson, the Japanese side should thoroughly explain to the managers and counterparts of the host organizations that the objective of Japan's cooperation is not material transfer but technical transfer.

- 2) In many cases, governments cannot afford the expense for management costs of the organizations where JOCVs are dispatched. Thus, for long-term projects, it is recommended to draw up a cooperation plan to combine "training and production" from the beginning, similar to the Cambodia-Japan Training Center, aiming at incorporating ways to generate income such as selling products, which would cover the management cost in the future.

The Cambodia-Japan Training Center could also be a model of a mechanism involving NGOs: it might be effective that a training center receives assistance by a NGO in the first place, and the NGO makes a cooperation plan in which assistance is provided by JOCVs, NGO project subsidy and Grant Aid for Grassroots Projects by the Ministry of Foreign Affairs, postal savings for international voluntary aid and Community Empowerment Program and the like until training

activities become stably funded by profits from the center's own production activities.

- 3) Since JOCVs are engaged in cooperation activities without carrying any equipment from Japan, the host organizations need to prepare the basic facilities and equipment necessary for technical transfer. In this sense, organizations that have already received NGOs' or other assistance have sufficient facilities and equipment in many cases, and thus are appropriate as the host organizations.
- 4) JOCVs need to have good communication with their counterparts. In cases where JOCVs are placed at under-resourced organizations such as Preah Kossamak, the technical transfer will be more effective if it is linked with the provision of equipment and training (e.g., by local authorities in Japan).

(2) Recommendations for future vocational training in Cambodia.

- 1) Conclusion

As the human resources development has been slow in all sectors and migrant workers make up for the lack of supply in the Cambodia labor market, the Cambodian government needs to provide vocational training, especially for mid-level engineering technicians, which is a cost consuming task. The government has been aiming to strengthen vocational training in the country, and drew up a master plan for vocational training with the support from ILO and



JOCV and Counterparts making a training course curriculum (Preah Kossamak Vocational Training Center)

ADB. Although industries are underdeveloped and the employment is still limited, JICA should continue its cooperation for the training of mid-level engineering technicians, who are fundamentally needed for the development of the nation and national industries. It is important to pay attention to the master plan of government and the progress of the components that should be addressed in the process from training to employment, as mentioned above.

More precisely, it is recommended to consider the Dispatch of Experts as advisors for establishing of licenses and systems and the management of vocational training, and to assist with curriculum development in training centers and the capacity building of instructors, since the government efforts for vocational training have just started.

Moreover, in addition to Japanese experts and training in Japan, it should be positively considered to utilize human resources from more developed neighboring countries such as Thailand (e.g., as third-country experts or implementers of Third-country Training programs).

2) Recommendations for future cooperation to the Cambodia-Japan Friendship Skills Training Center

This center is quite important as a model of Japan's international cooperation and as a pioneering project which involves an NGO, the Ministry of Foreign Affairs and JICA. In that sense, it would be valuable to continue the cooperation for this center and strengthen its activities. Specifically, further technical, material and financial support should be provided until the training is at an appropriate level for the Cambodia labor market.

3) Recommendations for future cooperation for Preah Kossomak vocational training center

As discussed, the center is being reformed and training equipment supplied by funds from the ADB. Even so, problems remained in curriculum, the level of instructor skills and budget for management costs. According to the explanation given by the center, the center was planning to start fee-based short-term training courses to cover management costs. They needed JICA's support by means of the Dispatch of Experts to improve instructor skills (in the fields of computer maintenance, electricity, electronics, and civil engineering).

The center would become a national center for vocational training after the reform. Therefore, enhancing the training level of this center would result

in enhancing the level of vocational training in Cambodia. However, because the reform of this center has just started the situation is still unstable, especially in terms of the availability of funds to cover management costs. Thus, the future cooperation to the center should be considered after the budget for management costs is ensured and the condition after the reform is stable for a while (i.e., a year).

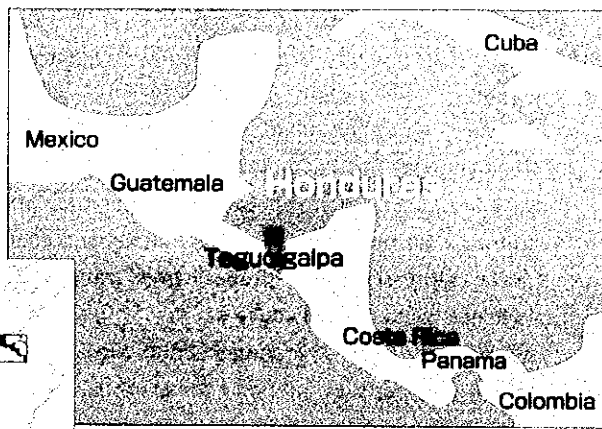
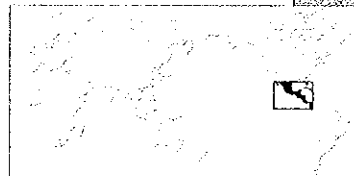
(3) Other recommendations: linkage between JICA projects and investment from Japanese private sector

It is said that Japanese were hesitant to invest in Cambodia without a local connection although they were looking for opportunities. This is similar to many other developing countries. We recommend establishing formal linkages between JICA projects and private investment, for example, by means of introducing former JOCVs in sewing to a sewing company which may invest in Cambodia, and attracting Japanese private companies which can utilize those trained through support from JICA. This would contribute to ensuring the employment of trainees, strengthening the impact of JICA's cooperation activities and creating job opportunities for ex-JOCVs.

9. Attempt to Feedback of the Evaluation Results

Based on the recommendation in 7.(2).1), JICA dispatched a short-term expert as a vocational training advisor in June 2001, for a four-month duration. In addition a Senior Overseas Volunteer (System Engineer) have dispatched at Cambodia-Japan Friendship Skills Training Center from 23 October 2001, for 2 years.

Health and Medical Services



Project Sites Honduras (Nation wide)

1. Background and Objectives of Evaluation Survey

In Latin American and Caribbean countries, infectious diseases such as diarrhea, acute respiratory infection (ARI), malaria, cholera, and dengue fever are widespread and are cause of the high infant mortality rate. Honduras is one of the least developed countries in Latin America, especially in terms of economic development. Japan has been providing assistance to the health sector of Honduras through many cooperation scheme as Project-type Technical Cooperation, Development Studies, equipment provision, grant aid, and the Japan Overseas Cooperation Volunteer.

Recently, basic health indicators such as the infant mortality rate have improved due to the positive approach by the Honduras government and assistance of donors. However, certain issues remained unresolved, such as poor access to essential health services and poor-quality health services.

Japan has provided technical cooperation in the health sector of Honduras based on "the worldwide welfare initiative" advocated by former prime-minister Hashimoto in 1996. The improvement of health service has set as one of the priority issues of JICA country program.

This evaluation was conducted to assess the impact of Japanese cooperation by analyzing past projects and to deriving lessons for future cooperation.

2. Evaluated Projects

All projects of health sector including Project-type Technical Cooperation, Grant Aid¹⁾, Dispatch of Japanese Experts, Acceptance of Trainees, and Japan Overseas Cooperation Volunteers were subjected to the evaluation. Table 1 shows the list of the projects conducted for Honduras over the past 17 years.

3. Members of Evaluation Team

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Takuo KARASAWA, Office of Evaluation and Post Project Monitoring, JICA

Evaluation Analysis:

Tomoyo WADA, Global Link Management Inc.,

4. Period of Evaluation

23 October 1999-8 November 1999

5. Methods of Evaluation

Evaluated projects were categorized into three groups: (1) master plan development, (2) human resources development in nursing education, and (3) infrastructure development of medical facilities and equipment provision. Each category was evaluated from DAC's five evaluation criteria, and then the combined results were summarized as the overall evaluation of the health sector. The following points were the focus of the individual evaluations.

(1) Master Plan Development:

It was examined how the master plan – "the development study on "the strategies and plans for upgrading the status of public health in the Honduras" – was applied (whether it was utilized by other foreign donors, or implemented by the Government of Honduras itself) and how it contributed to the improvement and development of the health sector in Honduras.

Table 1 Japan's cooperation activities to Honduran health sector

Type of cooperation	Project title/Field of technical transfer	Cooperation period
Grant Aid	The Project to Control Malaria and Dengue Fever	1982-1989
	The Project for the Improvement of Medical equipment for Mother and Infant Hospital I. H. S. S., in Tequicigalpa	1984
	The Project to Establish the Central Hospital in the Region	1988
	The Project to Strengthen the Hospital Network	1992
	Project to Improve the Metropolitan Hospital Network (based on a model plan proposed in a development study)	1996
	The Project for Countermeasure Infant Diseases	1999
	The Project for Enforcement of the hospital Network of San Pedro Sula Metropolitan Area	Planned
Provision of Equipment	Equipment for dental care	1989
	Special medical equipment	1992
Project-type Technical Cooperation	The Project on the Fortification of Nursing Education	1990-1995
	The Project on the Fortification of Nursing Education (After-care cooperation)	1998-2000
	The Reproductive Health Project in the Health Region Seven in the Republic of Honduras	2000-2005
Development Study	The study on the strategies and plans for upgrading the status of health in Honduras	1995-1996
Dispatch of Individual Experts	Health and Medical Services	1991-1994
		1994-1996
Japan Overseas Cooperation Volunteers	Doctors, nurses, midwives, public health nurses, malaria and endemic diseases, public health, nursing for the disabled/handicapped, physical therapist, occupational therapist, nutritionist, medical equipment, children's nursery, radiological technologist, dental hygienist	Every year
Senior Overseas Volunteers	Nutrition improvement	1995-1998
Acceptance of Trainees	Public health, nursing education, operation and maintenance of medical equipment, early gastric cancer, hospital pharmacy, tuberculosis control, blood-borne diseases and infections, development plan of tropical medicine, health administration, large-scale disaster medicine, emergency, AIDS and others	Every year

(2) Human Resources Development in nursing education:

The training activities of nursing education (training of sister tutors, capacity development of nurses and nurse assistants, in the viewpoint of quality and quantity), were examined by the evaluation of employers of those who completed the training. Local consultant was utilized in order to determine the impact of the training on countries in Central and South America.

(3) Infrastructure Development (Medical facilities and provision of equipment):

Focused on three projects (Project to Improve the Metropolitan Hospital Network, Project to Strengthen the Hospital Network, Project to Establish the Central Hospital in the Region), and the review was conducted to see whether these projects contributed to improve the medical services in both qualitative and quantitative terms. Local consultants conducted public hearings to determine the impact of the projects on beneficiaries.

6. Results of Evaluation

(1) Master Plan Study

1) Efficiency

It was evaluated that the Japanese research team of development study had good research capabilities and an appropriate approach. Communication between the Japanese research team and government authorities



Emergency clinic constructed under grant aid by Japan in 1998

was very smooth, so the team could receive timely cooperation and participation from the authorities throughout the process of research.

2) Effectiveness

The "11 priority issues" proposed in the master plan were included in the "5-year National Health Policy" by the Government of Honduras, which indicates that these issues represent practical ideas to be included in the national health policy. In particular, the cross-cutting and practical measures presented in

1) While grant aid projects fall under the jurisdiction of the Ministry of Foreign Affairs, JICA is responsible for carrying out the necessary preliminary studies (preparatory studies, basic design studies, etc.). JICA also supports the implementation of grant aid projects.

the plan regarding the improvement of medical facilities and health service system, provided useful ideas for the construction of regional health policies.

On the other hand, the plan omits the macro level and strategic viewpoints. As a whole, it does not present a logical framework and an interrelationship among its goal, policy, strategy, and actions. Therefore, some donor agencies commented that the plan is not user friendly.

3) Impact

The construction of an emergency clinic at Tegucigalpa and the construction of an OB/GYN unit at San Felipe Hospital proposed in the plan have now begun under grant aid by Japan, the Project to Improve the Metropolitan Hospital Network. Other projects proposed in the plan are being implemented in regional cities. And the Ministry of Health is now planning to build "Emergency Clinics", which are new to the country, at 50 sites throughout Honduras. Other donors have mainly used the master plan as a reference, but have not utilized the project plan in their own programs due to the reason mentioned above under "Effectiveness".

4) Relevance

The master plan proposed collaboration among donor agencies to implement the various projects. This approach corresponds to the national health policy, which advocates taking a cross-sectional (cross-cutting) approach to health issues and policies. However, the devastation of hurricane Mitch in 1998 influenced the setting of priority issue in the health sector, thus the master plan study was not followed to the degree expected.

5) Sustainability

Considering the economic status of the country, it is unlikely that the Government of Honduras can implement any of the projects recommended in the master plan study on its own. The hurricane made it even more difficult for them to implement project plans. It should be noted, however, that some of the projects such as "Emergency Clinics" as well as the "OB/GYN unit of the San Felipe Hospital" have already been implemented and managed properly by the Government of Honduras. It is expected that the government will continue support for these projects.

(2) Human Resources Development (Strengthening nursing education)

1) Efficiency

The Government of Honduras greatly appreciated

the Japanese technical cooperation, especially the enthusiasm and capabilities of the Japanese experts. The counterpart-training program as well as the equipment provision was executed as planned. As a whole, the project greatly contributed to the quality improvement of nursing education. The capabilities and determination of counterparts also contributed to the high efficiency of the project.

2) Effectiveness

The project contributed not only to improve the technical aspects of nursing education, but also to promote a sense of responsibility and awareness of issues of concern. At the "Nursing, Research and Training Center" in which Project-type Technical Cooperation was implemented, the staff developed curriculum development skills and has been producing textbooks and videos for nursing education. Since it requires a comparatively short time to become a nurse assistant, the strengthening of the nursing education project has helped a number of nurse assistants as well as improve the level of their technical expertise and knowledge. As for registered nurses, however, unfavorable working conditions and low pay have made it difficult to encourage school graduates to become registered nurses. Consequently, the number of registered nurses has not increased. Instead, many nursing school graduates find better paying jobs in industries in the north.

3) Impact

The project has contributed to increase the number of schools and training courses for nurse assistants. Also, the "Committee for the Development of Nursing Education" was established with the assistance of the International Cooperation Bureau. Textbooks and educational materials developed under the project have been sold outside the country, in Paraguay and El Salvador. This means that the project impact has spread to neighboring countries. In El Salvador, JICA has newly implemented a similar project to improve nursing education, and many of lessons learned in the Honduran project have been applied.

4) Relevance

It can be said that this project is highly relevant because the project purpose corresponded closely to the issues confronting human resources development in nursing education, namely the shortage of nurses and the low quality of nursing services. In terms of the nursing education curriculum, some graduates commented that the course program at the school in Tegucigalpa lacked training on patient care in health

facilities due to its heavy focus on primary health care at the community level.

5) Sustainability

After completion of the project, nursing education continued as before at the training institutes such as the school in Tegucigalpa. And the training for health professionals also continued at several places in the country under the leadership of the "Nursing, Research and Training Center". The sale of textbooks and the curriculum developed by the "Research Center for Nursing Education" contributed to its financial self-sufficiency, which facilitated their obtaining external assistance from other donor agencies.

(3) Infrastructure development of medical facilities and equipment

1) Efficiency

Equipment provided by the Japanese government is superior in quality and offers long-life durability. Also, they have met the needs of users in Honduras. The Government of Honduras further appreciated that the construction of health facilities has been completed as planned. Some minor problems are that certain consumables are not available in the local market or repair of some equipment may not be possible in the country. However, Japanese vendors are strong in their complete after-care system and their professional performance. Some equipment and facilities have remained unused due to the lack of technical expertise and shortage of operational funds on the Honduran side.

2) Effectiveness

Japan provided Grant Aid assistance for the construction of new hospitals, expansion of others, and equipment maintenance. After two years, the San Felipe Hospital in Tegucigalpa managed 70 to 80 percent of projected deliveries (722 deliveries on a monthly basis). In the third year, it is most likely that the hospital will be able to handle the number of deliveries that were projected. At the emergency clinics (CLIPERs) constructed in the central part of the city, the number of outpatients more or less exceeded the projection (766 OPDs on a monthly basis). However, the number of deliveries is less than 10 percent of the projection (70 deliveries on a monthly basis). With the installation of Intensive Care Unit (ICU) equipment, the number of infants and children treated in the ICU increased from 60 to 300 per year. In addition, the mortality rate of infants treated in ICU decreased from 33 percent to 21 percent. The exception is the surgical



Obstetrics of San Felipe Hospital

unit, which is not operating due to the shortage of nurses.

Japan also provided assistance to improve the health services at the regional level. The construction of San Francisco Hospital has greatly helped to improve the service quality, especially the technical expertise of diagnosis, emergency clinical service, and the endoscopes. Overall medical services quality has improved greatly at regional facilities.

3) Impact

The overflow of patients at emergency units is now being treated at CLIPERs. This makes it possible to transfer patients to the CLIPER or OB/GYN unit of the San Felipe Hospital in case of congestion at university hospitals. Consequently, this has led to delivering appropriate services to patients in a timely manner.

4) Relevance

San Felipe Hospital and the CLIPERs is consistent with the policy of the Government of Honduras - "reducing congestion at teaching hospitals will eventually lead to strengthening of their research function". Management of CLIPERs may require reconsideration because under the present policy, the CLIPERs belong to the national or regional government hospital for the purpose of strengthening the health service system. But this may be inconsistent with the decentralization policy guided by the Pan American Health Organization (PAHO).

5) Sustainability

From a financial point of view, San Francisco Hospital has maintained its financial stability through collecting fees and commissions from patients as well as receiving subsidies from the Social Insurance Bureau. On the other hand, CLIPERs do not have autonomy to utilize the fees and commissions received from patients because they belong to the national hospital. Therefore, the procurement of consumables

including drugs and the allocation of doctors cannot be done independently by CLIPERs.

Technical expertise and human resources are sufficient to operate the equipment and utilize the infrastructure. However, equipment maintenance is a problem in some instances. The original plan was for an engineer from the department of maintenance in the Health Ministry to be temporarily transferred or sent on a regular basis to handle maintenance. However, it is not possible at present because there is a lack of engineers available, and no training program exists to develop such human resources in Honduras. Another problem is the shortage of doctors and nurses at work. The current number of nurses cannot cope with the drastic increase of patients at hospitals. Under the current rotation system, often only one doctor is available at one time at a CLIPER, which makes it very difficult to provide sufficient care to patients. Furthermore, some equipment was heavily damaged by the hurricane, and has been left unused because the high cost of repair²⁾. As a whole, the maintenance of facilities and equipment is not properly managed due to the shortage of funds.

(4) Overall Evaluation

1) Evaluation of Japanese technical cooperation by counterparts

Overall, the Japanese technical cooperation is well accepted and highly appreciated by authorities of the Government of Honduras. The following are the positive comments made by the counterparts.

- a) Japan is one of only a few donors who have supported the area of improvement of hospital management. Many donors have focused on the improvement of regional health facilities such as health posts under the primary health care policy. But hospital management has been left unchanged over the years and as a result many problems have occurred. Therefore, the Japanese technical cooperation to strengthen hospital management is very timely and relevant. Practically, strengthening health facilities to treat illnesses and injuries is as important as improving primary health care. Neither aspect should be neglected in order to upgrade the overall health service system.
- b) Japanese technical cooperation is always based on the request from the recipient country, and it does not impose its own agenda on the recipient country.



San Francisco Hospital plays an important role as a central hospital in the region.

- c) Some donors often implement a project that is formulated in the donor country. The Japanese government, on the other hand, always takes the policies and views of recipient countries into account and tries to adjust their policies and schemes to meet the needs of recipient countries.
 - d) Japanese technical cooperation has also provided after-care service at the request of recipient countries even after their withdrawal. This may not be the same in case of other donor agencies.
 - e) Facilities and equipment provided by the Japanese Government are of high quality and durable. As for the "aftercare service during the guarantee period", some vendors in other countries may not always provide the service free of charge. The Government of Honduras has high regard for the Japanese vendors who always provide adequate service with sincerity.
- ##### 2) Requests from counterparts
- The Government of Honduras presented the following requests:
- a) The master plan has been well accepted and highly appreciated by the Government of Honduras. However, the hurricane brought a change in health priorities and national policies, and the need to revise and upgrade the master plan accordingly. They envision a "comprehensive master plan of health service policy following the hurricane".
 - b) The Government of Honduras requests technical cooperation from Japan in the fields of emergency medical service system, infectious disease control, and the mental support system to deal with disasters.
 - c) In terms of the above issues, a speedy response from Japan would be highly appreciated.

3) Issues to be considered for future cooperation

The poor administrative capabilities of the Government of Honduras may prevent them from promoting technical cooperation. On the other hand, the flexibility of its administrative system may provide easy access for foreign investment. All the projects evaluated for this research-nursing education, regional center hospital, and CLIPER-represent success stories as a form of "targeted technical cooperation".

In the long run, the lessons learned from the targeted technical cooperation should be reflected in the national health sector development policy. The following points should be considered in the process of project formulation.

a) Formulating the Master Plan

Generally speaking, the Japanese master plan is completed for two purposes: One is to formulate the sector development plan, and the second is to adjust the Japanese investment plan. For the sectors in which infrastructure development can resolve the major problems, both purposes will be achieved if the master plan study is conducted. However, in case of the health sector where social development components are highly important, the two purposes cannot be addressed at the same time.

In the case of Honduras, the intent was to fulfill the two purposes at the same time. The master plan did serve to adjust the sector investment, but could not produce an adequate sector development plan.

For the purpose of investment adjustment, the Master Plan Studies met the requirement.

The construction of the OB/GYN unit of San Felipe Hospital and CLIPER by grant aid has greatly contributed to mitigate the congestion of hospital treatment. This is consistent with one of the national health policies.

San Francisco Hospital in Olancho Prefecture is now operating smoothly and many patients have utilized the facility and services.

Although issues raised in the master plan were included in the "5-year National Health Sector Policy" of Honduras, some donors explicitly stated that "the Master plan does not provide sufficient information in an appropriate report structure".

Issues that were raised in the master plan and reflected in the national health policy (Nueva Agenda) are the selection of priority issues and

development plan of CLIPER. Specific comments include (1) logistic framework, purpose → policy → strategy → operation, and is not clear. Problems at different levels are discussed in the same standard. (2) The proposals addressing the obstacles, such as human resources, financial constraints, and drug supplies are not clearly presented. (3) Due to the insufficient participation of stakeholders, the necessary follow-up was not conducted by the Government of Honduras after the study.

It became clear that Japanese Development Studies might have some inconsistencies with master plans developed by the recipient country. In the future, the exact purpose of Development Studies should be clarified at the inception.

b) Human Resources (Strengthening nursing education)

Many believe that the nursing education project is one of the most successful Japanese projects in the health sector of Honduras. After the completion of the project, counterparts continued activities, and sustained the positive aspects of the project outcomes. The reasons behind the success include 1) the great demand for human resources development in nursing, 2) the counterparts' capabilities, and 3) the culturally appropriate curriculum.

The Government of Honduras ranked human resources development for nursing as a high priority. Nurses and nurse assistants are numerous, have direct contact with the patients, and play a vital role in community health services. Because of their high numbers and their diversified roles, it is natural that there is a great demand for training nurses and nursing assistants. The need to implement a project like "human resources development in nurse education" was well understood and greatly appreciated at the inception of the project. The "Nursing, Research and Training Center" has played an important role and has established itself firmly at the national level for nursing education through the process of curriculum development and educational material development. The sale of educational materials

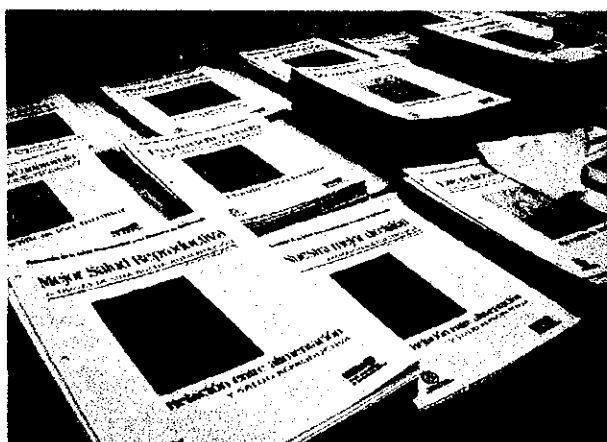
²⁾ As for the destroyed equipment by the hurricane, it was considered to carry out Follow-up cooperation of Grant Aid. It was concluded, however, the damage of these equipment was too big to repair.

has made it possible to develop a revolving fund system, which will eventually lead to sustainable development.

Many commented that Ms. Liliana Mejia, a project leader, greatly contributed to the success of the project. This can also be confirmed in some project reports.

Some counterparts mentioned that the project performance was highly effective because the Japanese experts made a great effort to transfer not only the technical expertise, but also the cultural aspects—the philosophical value and attitude of nursing care. Many counterparts were influenced by the businesslike manner of Japanese experts and impressed by the work ethics of nurses encountered during the CP training program in Japan. This sort of "qualitative" outcome should be recognized in the evaluation of Japanese technical cooperation. Japanese experts never forced counterparts to follow their policy, but spent sufficient time to understand the status of counterparts. For example, the Government of Honduras highly regarded the fact that the Japanese experts made a great effort to acquire the Spanish language. And because nursing care is similar internationally with many countries using the same uniform and educational protocol, it was relatively easy to transfer nursing skills. Furthermore, the good teamwork by the Japanese project team, as a result of the well-functioned support mechanism in Japan, was also considered an important factor to successful transfer of such "cultural heritage".

c) Infrastructure Development (Medical facilities



Text books made by Nursing Education Center after the project finished

and supply of equipment)

The Government of Honduras holds in high regard Japanese grant aid in the health sector. They appreciated that Japanese grant aid does not have any restrictions, and that sufficient research is conducted before the inception of the project. Facilities and equipment provided through Japanese assistance are quite durable and high in quality. Some problems are difficulties of equipment maintenance and in the case of medical facilities, poor hospital management capabilities in securing capable employees, the procurement of drug supplies, and in the medical fees system.

CLIPERs seem to have had some positive impact. The aid offer from the government of Spain to increase the number of CLIPERs verifies the success of the project. However, many problems remain to be addressed in the management of CLIPERs, such as working rotation, maintenance of drug supplies, and revolving fund for medical fees. The utilization level of CLIPERs varies from location to location, and they require more promotion. In addition, CLIPERs belong to the national and regional government hospitals and the concept of "Urban Emergency Clinic" may not be consistent with the decentralization policy guided by PAHO. Also, they focus on treatment and not prevention. As a whole, the role of CLIPERs in the comprehensive national health policy should be reviewed and reconsidered by those concerned.

7. Lessons Learned and Recommendations

(1) Role of CLIPERs in the health service system

The role of CLIPERs in the national health service system is not clearly understood and accepted. Since the 1980's, Latin American countries have been decentralizing health service systems, with the aim to provide equal services to all regions under the Primary Health Care policy. CLIPERs, on the other hand, aim to provide emergency care for those who live near cities. CLIPERs help relieve the problem of congestion at the research hospitals; however, they may have a negative impact on the region as a whole if scarce resources are provided to CLIPERs rather than to outlying facilities.

A cost benefit analysis of CLIPERs would contribute to evaluate their role in poverty alleviation, and it is very

important to have a mutual understanding among stakeholders. This requires a full understanding of not only the theoretical background but also the current status. It may be beneficial to conduct research through Project-type Technical Cooperation "Reproductive Health Project" at Orancho CLIPER to better understand the benefits and drawbacks of CLIPERs.

(2) Technical cooperation in infrastructure development

With the international trend in the 1980's and 1990's to provide infrastructure, Japan is no longer the largest provider in this area. A recent IDB report commented that sector investment on its own may not be effective. Infrastructure development has now been reconsidered as the major component of technical cooperation. An improvement in infrastructure will help upgrade the quality of medical treatment, and over time this would increase the credibility of the Ministry of Health.

However, human resources and operational costs are essential, and therefore need to be thoroughly examined before undertaking infrastructure development projects. The ideal strategy of technical cooperation is to participate in discussions on social development aspects while utilizing Japanese technical expertise in infrastructure development. It may be wise for Japan to develop skills in social development assistance through providing assistance to countries such as Honduras in which Japanese have sufficient experience.

(3) Managing the project after the withdrawal

The operational costs for the "Nursing, Research and Training Center" are funded by UNICEF, UNFPA and their own profits from the sale of educational materials. The Japanese ODA policy advocates "self-help", and its aim is for the beneficiary country to continue project activities at the end of the project. This may not be easy for a country like Honduras due to its economic difficulties. Therefore, if Japan completely withdraws assistance, the Government of Honduras must seek assistance elsewhere. In this case, it would be beneficial for Honduras to retain the activities and experiences that another country may find interesting and profitable. The project may be sustained in this manner, and medical research projects are common examples of this type of project. When Japanese assistance is completely cut off, it is most likely that the project outcome-trained human resources and their technical expertise will be absorbed by the third party organizations. It may be wise to continue the assistance just to retain the project outcome

on the Japan side and to utilize the trained counterparts for the purpose of public relations of Japanese ODA.

In the health sector, regional differences are not so great. Therefore, the standard countermeasures, such as "Declaration of Alma Mata"³⁾ and "Health Sector Investment" are valid internationally. Because of the commonalities among projects, Japanese experts can apply the experiences and expertise gained in one country to other countries. In Latin American countries, because of the commonalities in language and customs, Japanese experts can utilize their skills throughout the region. JOCVs and experts who work in one country can be trained to work in other countries in the same region. Practically, it would be wise to utilize JOCV and Japanese experts by giving them the opportunities to attend international and regional conferences, so that they can gain exposure in the policy-making process as well as expand their personal network.

³⁾ An international conference was held in Alma Mata, the capital of Kazakhstan, under convocation of WHO and UNICEF. The representative of 140 countries were attend the conference, and the purpose of "Health for everyone by 2000" was agreed. Primary health care was highlighted as a strategy for achieving above purpose.