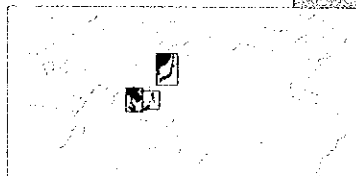
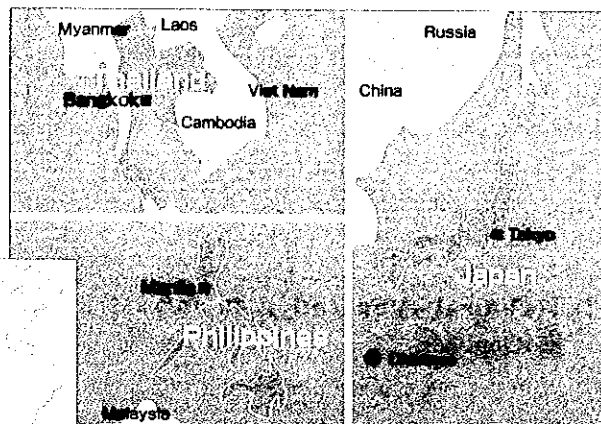


Partnership Between JICA and Okinawa Prefecture in International Cooperation



Project Site Japan (Okinawa Prefecture)

1. Background and Objectives of Evaluation Survey

As "human-centered development" became a recent international current of development cooperation, activities to tackle the issues closely related to local areas, such as poverty reduction, improvement of living condition, environmental conservation, enhancement of regional health, basic education and other basic social services, became more significant. Also, practical use of the knowledge and experiences that Japanese local government have developed became very important in terms of implementing effective international cooperation. The Mid-term Policy of ODA, a basic guideline of Japanese ODA announced in August 1999, set goals to actively expand Japanese "aid with a human face" as the future direction. It also targeted to further promote cooperation with participation and support of the Japanese public, including local authorities and NGOs, in implementing ODA projects through which Japanese citizens can gain understanding.

At the same time, local governmental units independently promoted "internationalization" from the perspectives of revitalization of local areas and international contribution and carried out various programs of international exchange and cooperation. Particularly, Okinawa prefecture put emphasis on the promotion of international cooperation program in the Third Promotion and Development Plan of Okinawa (FY 1992-FY2001). They also formulated the Okinawa International Exchange and Cooperation Promotion Outline in March 1998, which promoted international cooperation programs, as well as an exchange of people and materials between Okinawa and places with similar subtropical climate and insular characteristics.

Following these moves, a thematic evaluation of partnership cooperation between JICA and Okinawa prefecture that took place at the Okinawa International Center (OIC) was carried out.

This study attempted to assess the cooperation result of OIC, which had been a local base of international cooperation since its foundation in 1985. It also evaluated the actual outputs of partnership cooperation between Okinawa prefecture and JICA with a central focus on the technical training of overseas participants carried out with the cooperation of relevant organizations in Okinawa. The aim of this evaluation was to derive recommendations that would contribute to the implementation of more effective partnership cooperation between JICA and Okinawa in the future.

2. Evaluated Projects

Six courses relevant to the characteristics of Okinawa:

- **Effective Utilization of Tropical Agriculture and Forestry Resources**
- **Sugar Cane Research**
- **Marine Pollution Surveillance and Control**
- **Sustainable Management of Mangrove Ecosystems**
- **Clinical Nursing**
- **Community Health Service (Country-focused Training Course for Bolivia and Paraguay)**

3. Members of Evaluation Team

Team Leader:

Hiroshi KAKAZU, Deputy Governor Okinawa Development Finance Corporation

Evaluation of Planning 1:

Tetsuya SUZUKI, Deputy Director, Training Division, Okinawa International Center, JICA

Evaluation of Planning 2:

Katsuhiko HAGA, Deputy Director, Office of Evaluation and Post-project Monitoring, JICA

The research in Japan was carried out by the Japan International Cooperation Center, and Takuo KARASAWA, Office of Evaluation and Post-project Monitoring of JICA, was in charge of the domestic preparation for this evaluation.

4. Period of Evaluation

Field study:

21 November 1999-27 November 1999

Domestic research:

September 1999-January 2000

5. Method of Evaluation

Okinawa-based activities of JICA, including those of the Okinawa International Center (OIC) and international exchange program of Okinawa Prefecture, were reviewed based on existing information.

Through a questionnaire survey and interviews, six training courses that had been implemented with cooperation from related organizations in Okinawa were evaluated. Respondents included the staff of the prefecture authority and the organizations that implemented the trainings, as well as the trainees who had returned to their home countries. In addition, the evaluation team visited the Philippines and Thailand, met with relevant actors on both the side of Japan (staff of Japanese embassy and JICA local offices and experts dispatched) and partner countries (returned trainees and their colleagues), and exchanged ideas. They also carried out site visits to some partnership projects implemented with other local authorities of Japan.

Based on the results of the above research, the opinions of related actors of OIC were gathered and then lessons and recommendations for enhancing international cooperation in Okinawa were summarized.

6. Results of Evaluation

(1) State of Partnership Cooperation between Okinawa Prefecture and JICA

Technical training of overseas participants, Dispatch of Experts, and dispatch of Japanese Overseas Cooperation Volunteers (JOCV) were the major forms of partnership cooperation between JICA and Okinawa prefecture.

1) Performance of technical training of overseas participants

The number of trainees accepted had been increasing every year since 1982 when the first 14 trainees were accepted. The number of trainees in 1985 and 1990 were 190 and 299 respectively, then the

number steadily increased from 279 to 288, 305 and 310 from 1994 to 1997, and the number rose to 331 in 1998.

The total number of trainees accepted by 1998 was 3958 from 137 countries. If we look at the origin of trainees by region, almost half (47.6%) of them came from Asia. The distribution of trainees by other regions was as follows: 944 trainees (23.9%) from Latin America, 487 trainees (12.3%) from the Middle-East, 416 trainees (10.5%) from Africa, 193 trainees (4.9%) from the Pacific region and 33 trainees (0.8%) from Europe.

Training courses implemented under the cooperation of Okinawan organizations during the past five years are identified below.

New program courses of "Independent living for Disabled persons (ID)¹⁾" through partnership with NGOs and "Maintenance and Management of Information Network in Insular Areas of Communication Field" were recently established besides the enhancement of trainings in the field of tropical agriculture, forestry and fishery, "Environmental Conservation", and "Training of Health and Medical Services" that incorporated the characteristics of Okinawa.

2) Performance of Dispatch of Experts:

The first group of experts was dispatched in 1983 and the number of experts gradually increased, reaching 42 in 1993. In recent years, twenty to forty experts were dispatched every year and field of activities and countries have been expanding. Health and medical services followed by agriculture, forestry and fishery sector were the major field of activities. By type of cooperation, the experts of Project-type Technical Cooperation were the largest in number. JICA also put emphasis on lectures and expert trainings for the staff of local authorities and this situation was expected to further expand.

During the period from November 1996 to October 1999, a program of team Dispatch of Experts named "Public Health Improvement in Warnes Province, Santa Cruz State" was carried out in Santa Cruz State in

<Agriculture>

Name of Training Course	Person/Year	Training Organization
Plants Quarantine	5	Office of Plant Protection in Naha, Ministry of Agriculture, Forestry and Fisheries
Effective Utilization of Tropical Agriculture and Forestry Resources	5	Ryukyu University
Sugar Cane Research	5	Okinawa Agricultural Experiment Station
Forest Soil	6	Ryukyu University
Crops Cultivation in Sub-tropical Areas	5	Okinawa Agricultural Experiment Station

¹⁾ ID: Independent living for disabled persons.

<Environmental Protection>

Name of Training Course	Person/Year	Training Organization
Marine Pollution Surveillance and Control	8	Japan Coast Guard
Conservation & Sustainable Management of Coral Reefs	7	Maritime Parks Center of Japan
Sustainable Management of Mangrove Ecosystems	5	International Society for Mangrove Ecosystems
Conservation and Sustainable Management of Coastal Area	5	Okinawa Expo Aquarium

<Health and Medical Care>

Name of Training Course	Person/Year	Training Organization
Health and Environmental Technologists	6	Okinawa Prefectural Institute of Health and Environment
Clinical Nursing	5	Okinawa Chubu Hospital
Country focused training course on "Community Health Service (Bolivia and Paraguay)"	5	Okinawa Nursing Society
Country focused training course on "Infectious Disease Control (Peru)"	10	Okinawa Nursing Society
Independent Living for Disabled Persons (ID)	8	Social Welfare Juridical Agency Okinawa Colony
Clinical Course in Urology	5	Ryukyu University

Bolivia. Warnes Province was a sister province of Okinawa prefecture. This project aimed at extending knowledge of public health to the rural people in Warnes Province and upgrading capability of the local health administration.

This program had a strong collaboration with Okinawa as all long-term and short-term experts were selected from Okinawa and all the counterpart trainings took place in related organizations in Okinawa. Also, OIC willingly served as the bridge between JICA headquarters and Okinawa prefecture authority, thus this Expert Team Dispatch Program was a good example of partnership between JICA's local international center and local authorities. (See Page 352 for the results of the terminal evaluation of this project.)

3) Performance of Japan Overseas Cooperation Volunteers (JOCV)

The first three JOCVs from Okinawa were sent abroad in 1968. Thereafter, about the same number of JOCVs were dispatched every year as there were 10, 7, and 5 JOCVs sent in 1993, 1996 and 1998 respectively. The total number of JOCVs by FY 1998 was 177. The major fields of expertise were agriculture, forestry and

fisheries, maintenance and operation, education and culture, health and hygiene, civil engineering and construction, sports, and processing.

In recent years, the number of people joining JOCV while working (such as school teachers and nurses) had been increasing. This situation confirmed that prefecture organizations and private companies improved their understanding toward international cooperation. It was also assumed that this was one component of the long-standing partnership between JICA and Okinawa.

(2) Evaluation of technical training of overseas participants

The number of trainees accepted in the six evaluated training courses during the past five years (1994-1998) was summarized in Table 1.

Project Design Matrix (PDM) of technical training of overseas participants clarifying evaluation items was formulated to carry out evaluations in terms of the five evaluation criteria (efficiency, effectiveness, impact, relevance and sustainability) based on the information collected through the questionnaire survey and interviews (Table 2).

1) Efficiency

According to the results of the questionnaire survey conducted at the end of every training course, about 86% of trainees responded that the scope of training was "appropriate" and approximately 81% of them answered that the level of training was "appropriate". As such, it was considered that both the scope and the level of trainings corresponded to the expectations of trainees for the most part. However, appropriateness of the scope and the level of training differed according to the course, as almost 20% of trainees of the course on effective use of tropical agricultural and forestry resources responded that the scope was too narrow and the level was too low. Since the trainees were accepted by separate research units, it seemed that the course did not fit into the expectations of trainees who wanted to acquire broad knowledge.

In terms of time allocation, about 53% of trainees

Table1. The number of trainees accepted in the six evaluated training courses

(unit: person)

Name of training course	Training organization	1994	1995	1996	1997	1998	合計
Effective Utilization of Tropical Agriculture and Forestry Resources	Ryukyu University	5	4	6	5	5	25
Sugar Cane Research	Okinawa Agricultural experiment station	5	5	6	5	4	25
Marine Pollution Surveillance and Control	Japan Coast Guard	9	7	8	9	9	42
Sustainable Management of Mangrove Ecosystems	International Society for Mangrove Ecosystems	—	7	7	7	6	27
Clinical Nursing	Okinawa Chubu Hospital	5	5	6	5	5	26
Country-focused Training Course on Community Health Service (Bolivia and Paraguay)	Okinawa Nursing Society	5	6	10	10	10	41
Total		29	34	43	41	39	186

Table 2:PDM and Five Evaluation Items of Program of Technical Training of Overseas Participants

Narrative Summary		Important Assumptions	Efficiency	Effectiveness	Impact	Relevance	Sustainability
Overall Goal • Knowledge and skills acquired through trainings are used in partner countries • Mutual understanding between Japan and partner countries is enhanced		• National policies of relevant fields remain unchanged.					
Project Purpose • Trainees acquire knowledge and skills in their area of expertise		• Equipment and budget are secured for application of acquired skills and knowledge. • Returned trainees stay in partner organizations.					
Outputs • Trainees understand Japanese experiences and technologies in their area of expertise • Trainees understand the public administration system in their area of expertise • Trainees understand the situation of other countries in their area of expertise		• Trainees complete all the necessary courses of training.					
Activities • To conduct pre-dispatch briefing • To conduct orientation after arriving in Japan • To hold sessions of lectures, discussions, practical training, and study tours in each field • To hold evaluation meetings	Inputs (Japanese side) • Personnel (Lecturers, administrative staff) • Training facilities • Training equipment • Hotel • Traveling fee, etc. (Partner country side) • Trainees	• Trainees adjust to the training environment in Japan. Pre-conditions • Partner organizations do not oppose sending staff for trainings in Japan. • Recipient organizations in Japan (Okinawa Prefecture) agree to accept trainees.	To understand the level of output by project input and examine whether or not the contents of cooperation were appropriate <Evaluation Items> 1. Trainees • Appropriateness of training program • Appropriateness of lecturers, facilities, equipment, and time allocation, etc 2. Implementing Organizations • Sufficiency of lecturers, facilities, equipment, etc	To examine the level of achievement of project purpose initially planned. <Evaluation Items> 1. Trainees • Degree of application of the technique after the training course. • Degree of understanding about Japan 2. Implementing Organizations • Level of technology transfer to trainees	To examine direct or indirect impact of implementing technical training program. <Evaluation Items> 1. Trainees • Situation of the application of training outputs after returning to the home countries • Level of understanding concerning Japan 2. Implementing Organizations • Level of understanding concerning developing countries	To examine whether or not training needs were appropriately understood and project purpose was valid. <Evaluation Items> 1. Trainees • Appropriateness of acquired skills and knowledge 2. Implementing Organizations • Possibility of continuation of accepting trainees	To grasp whether or not project outputs and impacts were applied following training <Evaluation Items> 1. Trainees • Situation at work • Alumni activities • Consistency of communication with relevant Japanese actors 2. Implementing Organizations • Improvement of training program • Consistency of communication with trainees

answered that it was "good", while 40% said "average" and 7% responded "not good". According to the opinions of those answered "average" and "not good", it was found that many trainees felt that the number of hours of lectures and discussions were almost appropriate but time devoted to practical training was too short. Since many felt that the practical training was too short, the contents of training and the capacity of training organizations need to be taken into consideration when formulating future training programs.

In addition, all implementing organizations for the six training courses had been making efforts to improve training program by having evaluation meetings after completing the courses. There were some organizations which even revised the program during the training period. As such, the organizations appeared flexible and willing to make changes according to need.

In respect of the capacity of lecturers, 37% of trainees evaluated lecturers' presentation skills as "very good" while 45% responded "good". Also, almost 80% of trainees answered "very good" or "good" in terms of each technique of discussion, practical training, and study tour. The data revealed that trainees were mostly satisfied with the capacity of lecturers.

2) Effectiveness

All six organizations that conducted training answered either "sufficient" or "almost sufficient" to the question of whether technology transfer to trainees was sufficiently carried out or not. Ryukyu University responded "almost sufficient" and identified the reason for it that it would be difficult to make general judgments since component of training would differ according to each recipient research unit.

There was no specific data that could be used directly to measure the level of acquired knowledge and skills from the trainees' point of view. Therefore, this evaluation study attempted indirectly to measure effectiveness by measuring trainees' level of satisfaction towards training course. According to the results of questionnaire, 22% of trainees responded that they were "completely satisfied" with training courses, while 62% were "almost satisfied". It became clear that total of 84% of trainees considered that the training in Okinawa was relevant to their expectations.

As mentioned above, both implementing organizations and trainees highly evaluated the level of technology transfer and learning, thus it was evaluated that the project purpose to acquire training skills under effective training program was generally achieved.

3) Impact

As 93% of trainees responding to the questionnaire mentioned that they conducted debriefing sessions on their training in Japan after returning to home countries, it was considered that dissemination of the impact of training to others occurred, as expected.

In terms of applicability of knowledge and skills acquired through trainings, 36% of trainees evaluated "very good" while 48% and 14% of trainees assessed "good" and "average" respectively. It became clear that skills transferred by trainings were practically used in one way or another after returning home. Specifically, there were two major methods of application of training: skills and knowledge transfer to third party and improvement of trainees' own work performance.

However, since more than a half of trainees recognized the problem of lack of funds and facilities to apply the outcome of trainings, concept and methods of follow-up activities for returned trainees should be considered.

The evaluation team carried out interviews and asked the impact of the training program to Japanese implementing organizations. Implementing organizations felt some impacts of taking part in technical training of overseas participants, such as information exchange, understanding developing world, international exchange, and greater sensitivity. Although each organization was very active in having interactions with trainees, they expressed that communication with trainees was hindered by language barriers.

4) Relevance

Since more than 90% of trainees responded that acquired knowledge and skills were useful, it was felt that the training program would remain valid for the future.

Implementing organizations expressed their motivation to engage in technical training for the following reasons: "because needs were there", "wanted to make use of the experiences of Okinawa for

developing countries", "wanted to help build up international friendship in order for people in the world to live equally and peacefully", and "wanted to protect our environment at global level". Based on these opinions, it was recognized that most of the organizations were willing to accept overseas participants, and implementation of training courses was considered to be relevant in terms of sustainability of trainings from the view of training organizations.

5) Sustainability

Since more than 90% of trainees stayed in the same office after returning, most worked in positions where they could make use of acquired knowledge and skills.

Trainees who attended an alumni meeting²⁾ after returning home were less than 40%. Many trainees responded that they were absent from the meeting because they were not aware of it.

Although it was pointed out that work load of the staff of implementing organizations became heavier since it was not possible to allocate additional staffs due to limited budget and personnel capacities, all the implementing organizations to which interviews were conducted had strong cooperative attitudes toward technical training program. Therefore, sustainability in terms of continuation of training was recognized to be high.

6) Results of Field Research

Findings from the field research in Thailand and Philippines are as follows.

- a) Trainings in the above mentioned fields carried out in OIC were highly evaluated by both returned trainees and their affiliated organizations and requests were made for the extension and enhancement of trainings.
- b) Outputs of trainings were more or less used in the field and this resulted in the ripple effect.
- c) Most trainees remained in the same employment positions after returning to countries of their origin, and continued to engage in the work relevant to the trained field.
- d) Although there were many similarities among Okinawa, Thailand and Philippines, there were also many differences, such as lack of funds and facilities, information and technology gap, and differences in terms of systems, therefore training outputs were not necessarily directly applied.
- e) Some trainees requested that improvements be made concerning the course on Effective Use of Tropic Agriculture and Forestry resources, since the expertise and the period of practical trainings and study tours were not appropriate. If this course is continued, the training program and



Interview for ex-trainee in Thailand

method need to be reviewed. Since this course focuses on research, and differs from the other more conventional training courses, it might be suggested to transform this course into a long-term training course which awards a degree.

- f) There were many suggestions to enhance the field trainings in the questionnaire survey.
- g) There was an exchange of information among returned trainees through websites and internet, and the network of personal contacts was in the process of formulation.

7. Lessons and Recommendations

Traditionally, Okinawa was an outward looking and cooperative society based on historical and geographical factors. This character and spirit is demonstrated by Okinawan words, such as Yuimaaru (work in partnership, mutual assistance) and Ichoribachoodce (meeting only once makes brotherhood). In addition, Okinawa is the only prefecture in Japan where the whole prefecture has a subtropical marine climate and consists of large and small islands. Therefore, skills and know-how that were developed in such natural environment were not found in other prefectures. These characteristics were significant particularly for implementing international cooperation to developing countries (in Asia and Pacific region in particular) which have similar environmental characteristics. It is also important that effort is made to incorporate Okinawa's characteristics in the international cooperation programs carried out in collaboration with JICA and relevant organizations (local prefecture, city, town and village authorities and NGOs, etc).

By so doing, it would be possible that not only cooperation programs would be effectively corresponding to the detailed needs of developing countries, but also Okinawan people's understandings concerning different cultures and developing countries would be enhanced through international cooperation. Furthermore, this would contribute to the development and regeneration of local areas in Okinawa through building up significant relationships with people from overseas including the development of personnel of the prefecture authorities and improved communication within the industrial sector.

In this section, some issues of extending international cooperation in Okinawa, and the ways to enhance partnership between JICA and Okinawa will be considered.

1) Extension of Cooperation incorporating the characteristics and experiences of Okinawa

Okinawa has accumulated a rich knowledge and much experience on development of insular region, development of agriculture forestry and fisheries in



Interview for ex-trainee in the Philippines

subtropical climate, subtropical medicine, environmental protection, and protection of resources. JICA already had been using these knowledge and experiences for international cooperation with a central focus on the program of technical training of overseas participants, however it should be considered to enhance this situation further.

For instance, in terms of the Dispatch of Experts and JOCVs from Okinawa, there would be possibilities of enhancing personnel in specific fields related to Okinawa's local characteristics or in the technical area that Okinawa advanced the research and accumulated sufficient experiences. Also, it should be considered that supplementary technical training³⁾ for JOCVs would be extended. So far, supplementary technical training carried out in Okinawa concentrated in agriculture, forestry and fisheries sector. There was a lot of needs of developing countries for JOCVs in this sector, and it would be effective to have practical training under the environment similar to that of assigned countries before assignment in order to make the activities in those developing countries satisfactory. Such training would also be effective particularly for many new graduates who become JOCVs without having much work experience. It was also considered to be necessary to extend supplementary technical training mainly in agriculture, forestry, and fisheries sector as well as health and hygiene sector in which the characteristics of Okinawa could be adequately

²⁾ Alumni meeting: A meeting spontaneously held by trainees who completed JICA's training in Japan after returned home to their countries. The meeting is not only a place for communication and information exchange among ex-trainees, but also acts as a bridge between Japan and partner countries. Major activities of alumni were publication of newsletters, annual meetings, and social gatherings. JICA gives supports to the development and enhancement of alumni including financial aid.

³⁾ Supplementary technical training : Pre-assignment technical training which is provided to the volunteers who are appointed but considered to need strengthening in technical aspects according to the specifics of the request from partner countries.

incorporated.

At the same time, it would be important to consider the way of future international cooperation in Okinawa from the perspectives of regional development and industrial development. For example, the development of local industry with a partnership among Asian region had been given attention recently with a central focus on the production of turmeric, konnyaku (alimentary yam paste) and medical plants. Relay cropping of chrysanthemum was also started. Private enterprises in Okinawa had been in the process of seeking ways to move into the countries in Asia and Pacific region and to enhance relationship among them, therefore JICA should consider giving assistance under the program of investment and financing for development⁴⁾ and such to pilot projects and programs of technology transfer of private enterprises.

Furthermore, Okinawa's history and experiences of regional development from the time before and after the reversion to Japan to present would be one model for regional development and valuable study material for developing countries. Okinawa's various programs, such as "Shima Okoshi (boosting development of the islands)", "Yuimaaru (work in partnership) Projects" and "Team Fortune", are good examples to be introduced to regional development in developing countries.

2) Improvement of the training system

Many of JICA's training courses in Okinawa were carried out with the cooperation of related organizations in Okinawa, and the program of technical training of overseas participants was a major partnership program between JICA and Okinawa. The evaluation team carried out a questionnaire survey and interviews with returned trainees and staff of training organizations of six training courses, and discussed the ways to carry out more effective training courses in the future.

a) Field Visits and inspection by personnel in

charge of trainings

Field visits to the work sites of trainees would enhance the knowledge of those designing the training courses and help them to design appropriate curriculum and hold effective training courses. However, most trainers did not have any experience of visiting developing countries and they often formulated curriculum without having a clear vision of the actual situation.

Accurate identification of needs would have a positive impact on the utilization of acquired skills in trainees' countries of origin after completing trainings in Japan. According to the results of the questionnaire survey, quite a lot of trainees responded that lack of budget and equipment in home countries hindered the use of training output even though they acquired new skills and knowledge. By identifying the actual situations and technical levels of developing countries adequately before conducting trainings, it would be possible to make curriculum suitable for applying acquired skills to real work. For instance, only information should be provided concerning trainings of skills and methods that would require advanced equipment, and practical training should focus mainly on simple technology and methods that do not require expensive equipment and reagents. In addition, this background would help identify the most appropriate lecturers.

Other advantages to sending staff of training organizations to visit local sites, other than the identification of needs, include raising awareness and motivation. In addition, communication would likely be enhanced and the training organizations would have the opportunity to monitor the post-training impact and utilization of skills. The Country-focused Training Course on "Community Health Service (Bolivia and Paraguay)" was one of the most highly evaluated among the six courses, and it was considered that one of the reasons was that many personnel of the training organization had the experience of working abroad.

Obviously this recommendation can be more readily implemented for trainings designed for single countries, rather than for those which accept trainees from various countries.

b) Selection of Appropriate Trainees

Selection of trainees with certain technical skills is another important factor. Although decisions on the selection of trainees were usually finalized by OIC based on the requests of partner countries, there were quite a lot of trainees who applied to the program without understanding the contents of training. Also, there were some trainees whose



Site visit for Merchant Marine Training Center in Thailand

English capability was not sufficient, which caused them to act passively since they could not comprehend well or communicate with other trainees. It is therefore important that detailed information about the training program is made available to applicants in order to avoid the situation where the training program of and trainees do not match.

One method of providing information is the Internet since many people in developing countries now have access to computers and the Internet as we live in an information-driven society.

Information on JICA's training program could be provided to many people by posting application information, outline of training courses of OIC, and the contents of the textbooks used in the previous trainings on the website of OIC. Applicants might be able to consider how useful the trainings would be for themselves as well as for their organizations, and training organizations could also then expect to receive applications from appropriate personnel. Also, future trainees could acquire necessary knowledge before training by obtaining the textbook of the previous year.

Recommendations on the use of the Internet should be directed commonly to all the international centers of JICA. This is particularly suitable for OIC as they have training courses on data processing technology. Therefore, it would be opportune for OIC to make efforts to improve programs by actively engaging in using the Internet ahead of the other JICA international centers.

c) Strengthening the network of implementing organization of training courses

The number of training courses conducted in Okinawa in FY 1999 reached 33 and many different organizations in Okinawa were involved with these trainings. Developing a network among these organizations would allow them to share experiences and problems. JICA (OIC) traditionally meets with the training organizations individually to plan courses and again after completion. However, to date, no group meetings have been held. A session carried out on 24 February 2000 as part of this evaluation study with the participation of all six implementing organizations was the first experiment. It was very meaningful for these organizations in charge of conducting JICA's training to share their experiences and learn about the methods of other organizations in order to make courses more effective and efficient.

d) Preparation of Information for Returned Trainees

As revealed in the results of questionnaire survey, many trainees had problems with lack of

facilities necessary for applying the outputs of trainings to their own work in their home countries. At the same time, training organizations were willing to support the trainees even after their returning home through providing advice and relevant information as much as possible. The number of trainees who participated to training courses in Okinawa already reached more than 4000 and all of them were considered as important human resources not only for JICA but also for Okinawa to enhance the programs of international cooperation and exchange in the future. Returned trainees also had strong will to extend communication network among related actors, such as those of OIC.

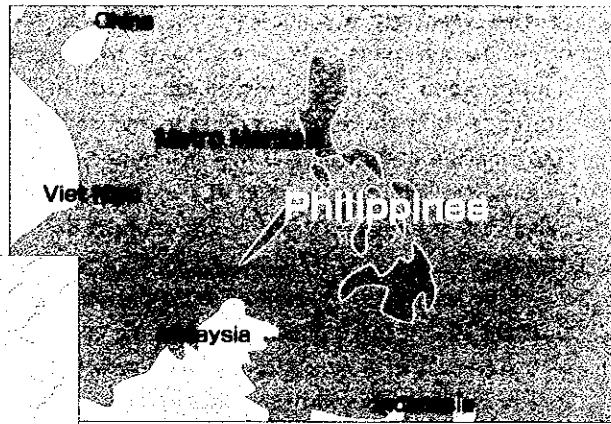
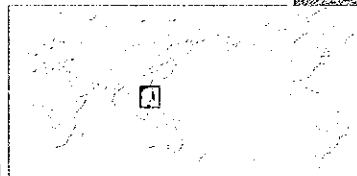
However, a system to monitor the activities of trainees who returned home was not sufficiently established, so OIC was unable to track their trainees. JICA should therefore establish a tracking system and database to follow-up trainees after their return home. Training organizations would benefit from knowing to what extent trainees were able to apply what they gained from the training in their work. If JICA provided this kind of information to training organization more actively, it would strengthen the follow-up system concerning returned trainees as well as the motivation of these organizations concerning JICA's training programs.

e) Alleviation of Language Problems

The issue of language was pointed out as one of the barriers to communication among trainees during their stay in Japan and after returning to their respective countries. OIC had been attempting to promote the idea of community participation as one of the measures to alleviate this problem. Japanese lessons were given by student volunteers of Okinawa International University and Ryukyu University on weekends and a home stay program during the new year season were examples. These sorts of opportunities enhance understanding and international cooperation at the community level, therefore it would be desirable for other organizations to introduce these exchanges in their training courses.

4) Investment and financing for development: One of the cooperation schemes of JICA which provides long-term financing at low rates of interest to 1) Japanese corporations implementing development projects in developing countries, 2) Japanese corporations which finance local corporations implementing development projects

Water Supply and Water Resources Development



Project Sites Philippines (Nation wide)

1. Background and Objectives of Evaluation Survey

Safe water is one of the factors in meeting Basic Human Needs (BHN). In the Philippines, the rapid population influx and the concentration of economic activity in urban areas have led to an exacerbation of problems that include a shortage of city water and deteriorated water quality. Addressing these issues is an urgent concern. According to this background, JICA has conducted cooperation in the Philippines with high priority in the field of water supply and water resources development. JICA has also specified "improvement of water supply" as the aid issue of the future, particularly from the perspective of poverty alleviation measures in the JICA country-program which is the strategy for aid to the Philippines.

In 1987, the Philippine Government formulated the "Water Supply/Sewerage and Sanitation Master Plan of the Philippines 1988-2000". It has been promoting projects with the aim of increasing the household coverage rate of water supply from 63 percent to 94 percent. To improve the efficiency of water supply organizations, in August 1997, the government contracted out the service division of the Metropolitan Waterworks and Sewerage System (MWSS), responsible for water supply in the metropolitan area, to two private companies. It has also reorganized the Local Water Utilities Administration (LWUA), responsible for water supply in local areas.

Given these circumstances, this evaluation assessed past JICA cooperation in the fields of water supply and water resources development in the Philippines. In addition to clarifying the impact, it was also conducted with the objective of drawing lessons and recommendations for future cooperation from the results of evaluation.

2. Evaluated Projects

This evaluation is composed of a sectoral review and a project review. In the sectoral evaluation, all water supply and water resource development projects

(technical cooperation projects and grant aid ¹⁾ projects implemented by JICA since fiscal 1980 were evaluated. The project evaluation subjected the individual projects listed below.

<National Master Plan (M/P)>

- **Master Plan Study on Water Research Management**
(Development Study)

<Cooperation in the Metropolitan Area>

- **Waterworks and Sewerage System in Metro Manila**
(Development Study)
- **Non-Revenue Water Reduction**
(Expert Team Dispatch Program)
- **Supply of Leakage Water Detective Equipment**
(Provision of Equipment)
- **Balara Water Treatment Plant Rehabilitation Plan**
(Development Study)
- **Project for the Rehabilitation of the Balara Water Treatment Plant**
(Grant Aid)

<Cooperation in Urban Areas>

- **Preparation of Provincial Water Supply, Sewerage and Sanitation Sector Plan**
(Development Study)

<Cooperation in Rural Areas>

- **The Project for Rural Water Supply and Improvement of Sanitary Facilities**
(Grant Aid)

3. Members of Evaluation Team

Team Leader:

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

Sub-Team Leader/Sectoral Evaluation:

Ichiro YOKOTA, JICA Expert on Planning of Cities/Towns Water Supply assigned to LWUA

Evaluation Planning:

Hajime NAKAZAWA, Office of Evaluation and Post Project Monitoring, Planning and Evaluation Department,

JICA

Evaluation Analysis (Evaluation Methodology):

Shigeru KOBAYASHI, System Science Consultants Inc.

Evaluation Analysis (Water Supply Technology):

Fumio FUKUDA, Sowa Consultants Inc.

4. Period of Evaluation

23 March 2000-15 April 2000

5. Evaluation Procedure

This evaluation reviewed the sector as a whole and then individual projects, and drew lessons and recommendations.

(1) Sectoral evaluation

This evaluation attempted to clarify the development issues that JICA had focused on in the water supply and water resources development sectors in the Philippines, and then evaluated the appropriateness of the selection of the issues.

- 1) For the purpose of this evaluation, the ultimate objective of development in the water supply and water resource development sectors was set as "adequate supply of safe water to all the people", and from this perspective, the priority issues for the achievement of this objective were selected.
- 2) Based on the priority issues, the investment and results of development projects conducted by donors including the Philippine Government and JICA (referred to as table 2) from 1979, when organizational reform in the water supply and water resources development sector was carried out, until 1999 were summarized. In addition, the results of the above were analyzed, in the attempt to clarify JICA's past development issues.
- 3) Then the relevance of JICA's selection of development issues from the following three perspectives were analyzed.
 - a) Whether the development issue was one that was

relevant for "grant cooperation" (refers to aid with no obligation for repayment, including technical cooperation) or conversely, whether it should have been addressed through loans.

- b) Whether the development issues were selected considering the possibility of effective cooperation with Philippine Government or other donors.
- c) What were the strengths and weaknesses of the approach to the priority issues selected in 1) compared with government and other donor development projects?

(2) Project evaluation

An evaluation of each of the projects listed in 2) above was conducted from the perspective of five evaluation criteria (efficiency, effectiveness, impact, relevance and sustainability) with the principal objective of confirming whether each projects produced the outputs intended in initial plans.

(3) Lessons learned and recommendations

- 1) To make recommendations on the future direction for JICA cooperation considering the results of sectoral evaluation and future trends of action by the Philippine Government and major donors.
- 2) To draw out lessons learned and recommendations for future project formulation and implementation from the project evaluation results.

6. Results of Evaluation

(1) Current status of the water supply sector in the philippines

The establishment of the provision of water supply in the Philippines is divided into Level I (water from wells), Level II (water from communal taps) and Level III (water piped to individual households) depending on the form of water service facilities.

The organization in charge of implementing water supply services used to be the Metropolitan Waterworks and Sewage System (MWSS) in the Manila metropolitan area, but the services are now run under contract by two private companies-Manila Water Company, Inc. (MWC) (in charge of the eastern section of the MWSS area) and Maynilad Water Services Inc. (MWSI) (in charge of the western section of the MWSS area)-as a result of the privatization of MWSS in 1997. The MWSS planning and management division remains on a smaller scale.

Before 1996, water supply projects in provincial areas were carried out by Local Water Utilities Administration (LWUA) for Level III services and Department of Public Works and Highways (DPWH) for Level I and Level II

Table 1 Transition of the government agency for water supply development

	Metro Manila	Other urban areas	Rural areas
Level of water supply	Level III	Level III	Level I - II
Before 1996/1997	MWSS	LWUA	DPWH
Since 1998	•Planning and Administration : MWSS •Operation of water supply services : 2 concession companies	LWUA (WDs+LGUs) Or DILG (LGUs)	

MWSS : Metropolitan Waterworks and Sewage System
LWUA : Local Water Utilities Administration
DPWH : Department of Public Works and Highways
DILG : Department of Interior and Local Government
WDs : Water Districts
LGUs : Local Government Units

- 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.

services. Subsequently, in 1996 the authority for control of water supply services was transferred from DPWH to the Department of Interior and Local Government (DILG). LWUA provides financial and technical support for areas that are cities with a population of at least 20,000 and where Water Districts (WDs) have been established. Meanwhile, with decentralization, Local Government Units (LGUs) have become the principal implementing bodies for water supply establishment outside of the Manila metropolitan area. Local governments are able to choose whether to receive support from DILG or LWUA in the establishment of facilities. Consequently, LWUA and DILG are now in competition with each other as shown in Table 1.

(2) Priority issues for achieving ultimate development objectives

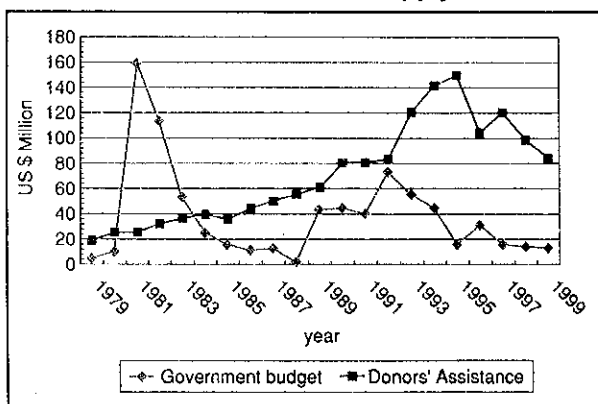
As previously stated, this evaluation sets "adequate supply of safe water to all the people" as the ultimate development objective for the water supply and water resources development sectors. In order to achieving this, the followings are important: 1) formulation of a development plan; 2) establishment of facilities to supply water; 3) efficient operation of water supply in order to increase coverage rates of water supply and respond to demand for water supply using existing facilities (typical examples of efficient operation strategies are improvement of existing facilities and facility operation methods, measures to address non-revenue water²⁾ volume, policy adjustment of volume of demand for water supply through regulation of the water rates system, and strengthening of water supply project organizations); and 4) maintenance of the quality of drinking water. Therefore, these are set as the priority issues.

(3) Inputs and outputs of development projects implemented by the Philippine Government and donors and future development issues

1) Inputs

Fig. 1 shows trends in the government budget and donor aid amounts for the water supply and water resources development sectors from 1979 to 1999.

Fig. 1 Trends in government budget and donor's assistance in the water supply sector



During the last 20 years, the Philippine Government and donors have invested a total of \$2.27 billion (amount of development projects) in the water supply and water resources development sectors. The average ratio of government budget amount to donor aid amount is 35 percent versus 65 percent for the 20 years, but was 19 percent versus 81 percent from 1993 to 1999. As a result, it can be concluded that development in the water supply and water resources development sectors has been largely carried out through donor aid. The major donors are the Asian Development Bank (ADB) (accounts for 50.2% of total aid), the Japan Bank for International Cooperation (JBIC) (accounts for 18.2% of aid), the World Bank (accounts for 17.3% of aid) and JICA (accounts for 8.3% of aid). JICA is the biggest donor of "grant cooperation" for which there is no obligation of repayment.

Table 2 summarizes donor aid on the basis of priority issues selected and by region from 1979 to 1999. As stated previously, development projects were mainly implemented by donors, and this table shows that the focus of development projects was "establishment of water supply facilities", or the expansion of the volume of water supply through the construction of new water supply facilities. On the other hand, little attention was paid to "improving water quality" or "efficient operation of water supply services". Further, with regard to project region and source of finance, projects in which profitability was ensured (mainly implemented in the metropolitan and urban areas) were prioritized and carried out through loans while projects for which profitability was difficult to ensure were carried out through "grant cooperation".

2) Outputs and Future Development Issues

Table 3 compares projected inputs (invested amount) and outputs (rate of water supply) in the Water Supply, Sewerage and Sanitation Master Plan of the Philippines 1988-2000, the basic plan in the water supply sector formulated by the Philippine Government with current achievements. Outputs have been achieved through inputs, and the rate of water supply coverage has risen from 64 percent (1992) to 80 percent (1999). However, problems such as the following were found:

- a) Outputs did not match inputs. In the period between 1993 and 2000, although inputs were generally in line with plans (actual investment of \$1.07 billion compared with planned investment of \$1.13 billion, or 91% achievement rate), outputs were approximately half of projections

²⁾ Non-revenue water refers to water supplied from water treatment plants for which charges cannot be collected due to leakage and theft. The proportion of the water supply that non-revenue water volume accounts for is about 10% in Tokyo. However, in the Philippines, it is about 50% in Manila and about 40% in provincial areas.

Table 2 List of donors' cooperation projects in water supply sector for the past 20 years

	Manila and its Contiguous Areas [MWSS]	Other Urban Areas [LWUA]	Rural Areas ¹⁾ [DILG/DPWH]
Formulation of development plans (M/P,F/S)	<p>J. Groundwater development in Metro Manila (development study)1989-1992 (¥414 M)</p> <p>J. Balara Water Treatment Plant Rehabilitation Plan (development study) 1990-1991 (¥89 M)</p> <p>J. Waterworks and Sewerage System in Metro Manila (development study) 1994-1995 (¥301M)</p> <p>A. Water Supply and Sanitation Sector Study 1997-2000 (NEDA)</p>	<p>J. Local Water Supply Project 1980-1982 (development study) (¥182 M)</p> <p>J. Municipal Water Supply Project 1985-1986 (development study) (¥165 M)</p> <p>J. Grounwater Development in Panay Islands(development study)1987-1989 (¥274 M)</p> <p>J. Cavite Water Supply Development Study (development study)1993-1995 (¥233 M)</p> <p>A. Water Supply and Sanitation Sector Study 1997-2000 (NEDA)</p>	<p>UP. Provincial Water Supply, Sewerage & Sanitation Sector Plan (1st Batch) 1991 (US\$0.25 M)</p> <p>J. rovincial Water Supply, Sewerage and Sanitation Sector Plan (development study)1993-1995 (¥248 M)</p> <p>UP. Provincial Water Supply, Sewerage & Sanitation Sector Plan (2nd Batch) 1994 (US\$0.30 M)</p> <p>UF. Provincial Water Supply, Sewerage & Sanitation Sector Plan 1994</p> <p>D. Provincial Water Supply, Sewerage & Sanitation Sector Plan 1994</p> <p>J. Study on Provincial Water Supply, Sewerage and Sanitation Sector Plan for Visaya and Mindanao 1997-2000</p> <p>A. Water Supply and Sanitation Sector Study 1997-2000 (NEDA)</p>
Establishment of water supply facilities	<p>A. Second Manila Water Supply 1979-1983 (US\$49 M)</p> <p>A. Manila Sewerage and Sanitation Project 1980-1988 (US\$42.8 M)</p> <p>A. Manila Water Supply Rehabilitation Project 1984-1990 (US\$39.0 M)</p> <p>A. Manila Water Supply Rehabilitation Project I 1984-1993 (US\$65.5 M)</p> <p>A. Metro Manila Water Distribution Project 1986-1994 (P1,217 M)</p> <p>W. Manila Water Distribution Project 1986-1993 (US\$35.6 M)</p> <p>A. Second Manila Water Supply Rehabilitation Project 1988-1993 (US\$26.4 M)</p> <p>A. Angat Water Supply Optimization Project 1989-201 (US\$130.0 M)</p> <p>W. Angat Water Supply Optimization Project 1989-1994 (US\$37.6 M)</p> <p>JB. Angat Water Supply Optimization Project 1990-2001 (¥10.56 B)</p> <p>A. Angat Water Supply Optimization Project Telemetry/Scada Component 1992-1997</p> <p>A. Manila South Water Distribution Project 1993-1998 (US\$31.4 M)</p> <p>A. Umiray-Angat Transbasin Project 1993-1998 (US\$92.0 M)</p> <p>F. Rizal Water Supply Project 1993-1996 (FF54.0 M)</p> <p>J. The Rehabilitation of the Balara Water Treatment Pland(grant aid) 1993-1995 (¥3,543 M)</p>	<p>W. Water Supply in Provincial Towns Project 1979-1985 (US\$38.0 M)</p> <p>A. Water Supply Sector Project 1982-1989 (US\$46.0 M)</p> <p>D. DANIDA Project 1985-1992 (US\$19.5 M)</p> <p>JB. Provincial Cities Water Supply Project I 1988-1995 (¥1.27 B)</p> <p>F. Water Treatment Plant 1990-1992 (FF2.1M)</p> <p>A. Metropolitan Cebu Water Supply Project 1991-1997 (US\$16.9 M)</p> <p>JB. Provincial Cities Water Supply Project II 1991-1997 (¥1.09 B)</p> <p>J. Leyte Island Water Supply Improvement Project (grant aid) 1993-1995 (¥2,799 M)</p> <p>A. 8-Municipal Water Supply Project 1994-1998 (P3,286 M)</p> <p>JB. Provincial Cities Water Supply Project III 1994-2003 (¥6.21 B)</p> <p>JB. Provincial Cities Water Supply Project IV 1995-2003 (¥6.13 B)</p> <p>A. Small Towns Water Supply Sector Project 1997-2002 (P548 M)</p> <p>JB. Provincial Cities Water Supply Project V 1997-2004 (¥7.23 B)</p> <p>Aus. Baguio Water Supply Upgrading & Rehab. Project 1997-1999</p> <p>D. Negros Urban Water Supply and Sanitation Project 1997-1999</p> <p>G. KfW Program II 1997-1998 (P409 M)</p> <p>G. KfW Program I 1998-1999 (P593 M)</p>	<p>JB. Rural Water Supply Project I 1978-1983 (¥4.55 B)</p> <p>JB. Rural Water Supply Project II 1980-1985 (¥1.86 B)</p> <p>W. Rural Water Supply and Sanitation Project 1983-1988 (US\$35.5 M)</p> <p>J. Pilot Rural Environmental Sanitation Project (grand aid)1984-1985 (¥965 M)</p> <p>JB. Rural Water Supply Project III 1986-1992 (¥2.55 B)</p> <p>A. First Island Provinces Rural Water Supply Sector Project 1987-1993</p> <p>JB. Rural Water Supply Project IV 1990-1995 (¥5.08 B)</p> <p>W. First Water Supply, Sewerage and Sanitation Sector Project 1990-1997 (US\$85.0 M)</p> <p>J. Rural Environment Sanitation Project (grand aid)1990-1992 (¥1,650 M)</p> <p>A. Second Island Provinces Rural Water Supply Sector Project 1991-1994 (P23.7 M)</p> <p>J. Project for the Water Supply System in Mt. Pinatubo Resettlement Areas (grand aid) 1993-1995 (¥1,342 M)</p> <p>UF. Rural & Urban Basic Water and Sanitation Services for Selected Area 1994-1998</p> <p>G. Rural Drinking Water in Palawan, Phase II 1995-1998 (US\$1.96 M)</p> <p>J. Project for Rural Water Supply and Improvement of Sanitation Facilities (grand aid)1995-1996 (¥1,643 M)</p> <p>A. Rural Water Supply and Sanitation Sector Project 1997-2002</p> <p>JB. Rural Water Supply Project V 1999-2007 (¥0.95 B)</p> <p>W. Local Government Units Urban Water and Sanitation Project 1999-2007 (US\$190 M)</p>
Water quality improvement		J. Project for Improvement of Water Quality in Local Area (grand aid) 1999-2000	
Reduction of non-revenue water	<p>J. Supply of leakage Water Detective Equipment (provide equipment)1993-1994 (¥32M)</p> <p>J. Non Revenue Water Reduction in Metropolitan Manila (Expert Team Dispatch Program) 1995-1997</p>		
Efficient operation of services			UP. Institutional Building for Decentralized Implementation of Community Based Water Supply and Sanitation Project 1994-1997 (US\$1.36 M)

Loan Program : A ADB F French Protocol loan JB JBIC Aus. AusAID W World Bank

Grant Aid Program : J JICA D DANIDA G German assisted GTZ UP UNDP UF UNICEF

NOTE: 1) Including some urban areas from 1991

(the plan was to increase the water supply coverage rate from 64% in 1992 to 94% by 2000, but the actual result was 80%). The reasons for this appear to be shortcomings in the plan itself

including poor water demand forecasting and investment cost planning.

b) Half of the regions nationwide have water quality problems, but water supply service organizations

are not very conscious of these problems. Currently, hardly any attention is paid to water quality in the various studies of water supply.

- c) There are large disparities in the rate of water supply coverage by state with 11 states at 20% or lower, 24 states at 21%-40%, 19 states at 41%-60%, 9 states at 61%-80% and 10 states at 80% or higher.
- d) There are wide disparities in water rates. The cost of one cubic meter of water is 3.3 pesos in Metro Manila, 8-23 pesos in other urban areas and 1.6-23 pesos in rural areas. The form of water supply in rural areas is largely Level I and Level II, and, considering the lower volumes of water and more difficult access, many rural areas receive "low levels of service at high costs" in comparison with the metropolitan and urban areas.

The future development issues and countermeasures for achievement of the ultimate objectives of development given the points above are summarized in Table 4.

(4) Results of sectoral evaluation

As shown in Table 2, the issues that JICA prioritized were "formulation of plans in the water supply and water resources sector through Development Studies" and "establishment of water supply facilities in rural areas through Grant Aid," and it has played a particularly leading role in plan formulation. For both issues, it was difficult to ensure the profitability of projects, and the selection of grant cooperation which has no obligation for repayment was relevant.

In addition, the results of Development Studies were utilized in implementing projects using yen loans, and the establishment of water supply facilities through grant aid was conducted while paying attention to the sharing of roles with other donors. Therefore, they were also relevant from the perspective of efficient collaboration with the Philippine Government and other donors, and the establishment of water supply facilities in rural areas

Table 3 Comparison of plan and result of the Master Plan (1988-2000)

Region	Category		First stage			Second stage		
			1987	1988-1992	1993-2000	1987	1988-1992	1993-2000
Metro Manila	Service Coverage	Plan	86%	87%	97%			
		Results		62%	67%			
	Investment	Comparison		59%	62%			
Other Urban Areas	Service Coverage	Plan	55%	77%	95%			
		Results		58%	73%			
	Investment	Comparison		48%	124%			
Rural Areas	Service Coverage	Plan	62%	92%	93%			
		Results		67%	88%			
	Investment	Comparison		48%	143%			
Total	Service Coverage	Plan	63%	87%	94%			
		Results		64%	80%			
	Investment	Comparison		53%	91%			



A mission member carried out a survey of water quality

contributed to correcting the regional disparities in supply rates, costs and services described earlier.

Moreover, a major strength was that JICA had carried out aid to address improvement of water quality and countermeasures for water leakage ahead of other donors.

(5) Results of project evaluation

1) Achievement of Project Purpose and Overall Goal

Development Studies implemented F/S for projects proposed in the M/P for Metro Manila and urban areas, and their results were also utilized by other donor organizations.

The privatization of the implementing work of MWSS was decided on during the term of the Expert Team Dispatch Project for "reducing non-revenue water". Although the term of the project was shortened for this reason, the transferred technology as well as the leakage survey equipment provided through Independent Provision of Equipment had been effectively utilized by the companies contracted after privatization.

In terms of Grant Aid, there had been some success as with the results of facility repairs in the Project for the Rehabilitation of the Balara Water Treatment Plant that covered the Metro Manila area, meaning that 1.6 million tons/per day of water could now be processed in line with plans, and these results have also been utilized by the contracting companies in post-privatization operations. However, in the "Local Water Supply and Sanitation Improvement Project" that aimed to establish Level I and Level II water supply systems in 83 rural locations, the results of sample studies of 14 sites were diverse. Eight sites were being supplied with water due to the establishment of facilities, two sites were not yet supplied with an adequate volume of water due to problems with the facilities, and three sites had water that could not be used for drinking, as it did not meet quality standards due to the high iron content of the subterranean water. In addition, it was ascertained that the operation, maintenance and management capabilities of local governments that had become the implementing bodies for water supply services with

Table 4 Development issues and countermeasures

Number	Development (improvement) issue	Background	Countermeasures
1	Improvement of budget planning	<ul style="list-style-type: none"> Decline in investment Low comparative achievement of increase in the supply rate for amount of investment No countermeasures for correction of disparities and poverty 	<ol style="list-style-type: none"> Increase in absolute amount of budget Improvement in calculation techniques Improvement in budget allocation Review of interest rate on loans based on consideration of circumstances Improvement in technical support methods
2	Increasing rate of supply (percentage of households supplied with water)	<ul style="list-style-type: none"> Overall achievement of objective low at 53% Even a hand pump in one location in a village (Barangay) is counted in the supply rate, thus lacking regulation over the details of the supply rate. 	<ol style="list-style-type: none"> Improvement in basis of calculation for rate of supply Improvement in investment cost calculation techniques Introduction of low cost technology <ul style="list-style-type: none"> Expansion of communal tap water supply Introduction of demand restraint strategies Adoption of strategies to reduce non-revenue water Introduction of low cost, appropriate technology
3	Correction of disparities	<ul style="list-style-type: none"> Extremely large disparities in supply rate between cities (regions) Extremely large disparities in water tariffs between cities (regions) No difference in charge for rich and poor; no difference in charge depending on volume used (aim) Disparities in level of service and form of service 	<ol style="list-style-type: none"> Make strategies to correct disparities one of the selection criteria or an important theme of new projects Set up a database for important issues as development criteria Establish criteria for communal taps, installation of hand pumps and collection of tariffs Incorporate restraint of demand and correction of disparities into the water rates system
4	Safe water supply (water quality)	<ul style="list-style-type: none"> Low level of awareness of safe water by service managers (especially top management) River water supplied without coagulation in dry season as water quality is better Lack of accumulated data on quality of subterranean water Prevalence of inadequate supply systems that supply water that is not fit for drinking with water from deep wells not meeting drinking water standards in half of regions Some shallow wells are contaminated with ammonia Trend of people not utilizing water supply systems due to poor quality provided With water that is pH7 or lower, discharges of iron can be seen from pump pipes Lack of water quality analysis laboratories in the Philippines that meet the need of water supply services (Both Manila and LWUA are inadequate) 	<ol style="list-style-type: none"> Increase awareness of and thorough education about water quality Development of a low cost water quality improvement system that is easy to manage Establish a database of subterranean water quality Build a water quality monitoring system Position water quality studies and water quality improvement as a central theme of new projects, including donor projects Establish water quality laboratories
5	Strategy to decrease non-revenue water volume	<ul style="list-style-type: none"> The rate of non-revenue water volume is very high at over 50% in Manila and more than 40% in provincial areas There are no full-scale strategies for improvement other than those taken up by JICA and JBIC 	<ol style="list-style-type: none"> Establish a water-tight design standard Establish a management system for improving non-revenue water volumes
6	Administrative water demand forecasting	<ul style="list-style-type: none"> Water supply facilities cannot keep up with demand Regional disparities and disparities between rich and poor are widening There are marked disparities in the water usage volumes per person per day 	<ol style="list-style-type: none"> Establish guidelines for administrative forecasts of water demand Introduce strategies to restrain water demand and adopt water rates system that regulates demand Enhance PR functions Popularize water conserving equipment
7	Organizational improvement	<ul style="list-style-type: none"> Weak management and tariff collection for village water supply systems The technology in urban areas is insufficient for organizational management There is hardly any cooperation between organizations 	<ol style="list-style-type: none"> Strengthen village water supply organizations Establish technological management support system Enhance cooperation between technicians and management

decentralization were inadequate.

2) Project Sustainability

Water supply projects in Metro Manila have been privatized. In the future, supply will be developed by private companies under the supervision of MWSS through the use of the BOT (Build-Operate-Transfer)³⁾ process. No problems with sustainability were identified in this region.

In other urban and rural areas, particularly rural areas, the implementing body was the Barangay (the smallest administrative unit), or the local government at the state or city level. However, as the majority of local governments did not have adequate operation, maintenance and management capabilities, there were concerns about sustainability.

3) Impact of Privatization of the Water Supply Sector

After the privatization of the service implementation division of the MWSS in Metro

Manila, the number of employees at the "Balara Water Treatment Plant" was reduced from 120 when it was under the jurisdiction of the MWSS to 37, achieving greater efficiency. As a result, water tariffs were reduced from 8.78 pesos/m³ to 3.3 pesos/m³, a major impact for consumers.

In the future, the privatization of the water supply sector will continue with plans for participation by private capital at WMSS through the BOT process, in

³⁾ A method to implement an infrastructure project in which private companies contract to build and operate facilities under contract from the government of a developing country, and transfer the facilities to the developing country after recouping its investment within a specified period of operation.

⁴⁾ A method in which a private company plans and builds facilities, the government buys the facilities and then leases the facilities to a private company, which operates the facilities and provides services.

addition to World Bank plans to conduct development in the water supply sector in urban areas through the DBL (Design-Build-Lease)⁴⁾ process.

However, the following problems were apparent in privatization of the water supply sector.

- a) As private companies prioritize profits in their operation, they distributed water without conducting part of the water purification process in the dry season when source water contamination was relatively low in order to reduce costs. Although processed water from water treatment facilities generally met water quality standards in the Philippines, water purification was necessary even in the dry season in order to supply high-quality drinking water. Therefore, a change in awareness about the form that water supply should take as a public service was needed.
- b) Privatization was only conducted in regions where the water supply business was profitable, and was unlikely to cover the poor and areas that are disadvantaged in terms of location. Consequently, in addition to promoting privatization, the Philippine Government needed to develop appropriate policies for supplying safe water to the poor and those in rural areas.

7. Lessons Learned and Recommendations

(1) The future direction of JICA aid

Roughly speaking, in the future, the Philippine Government and major donors plan to use private assets in the capital (Manila), loans in provincial areas where profitability can be assured and grant cooperation in provincial areas where it is difficult to ensure profitability to establish water supply facilities. They are prioritizing projects based on private assets and loans. This will lead to areas where it is difficult to ensure profitability being left behind, an increase in the regional disparities in water supply rates, charges and services pinpointed earlier, and runs counter to policies to alleviate poverty. In addition, the problems of water quality, counter measures for non-revenue water and the efficient operation of water supply projects including policy adjustments to demand are not being focused on. Even in regions that will have established water supply facilities, there is a possibility that "water of inappropriate quality will be supplied inefficiently."

As a result, in the future, JICA should prioritize technical cooperation aimed at improvement in water quality and efficient operation of water supply facilities. Based on its previous track record, JICA is the leading donor to achieve success in those areas. In addition, in the future, establishment of water supply facilities through Grant Aid cooperation in regions where it is difficult to ensure profitability should be continued. Also, as the management bodies for water supply projects in these regions are local governments that generally have low operational, maintenance and management capabilities, it is particularly important to incorporate technical

cooperation aimed at strengthening these capabilities.

(2) Lessons learned and recommendations for project formulation and implementation

1) Strengthening Counter Measures for Non-revenue Water

Previous water supply projects had mostly forecast demand based on the Philippines large quantity of non-revenue water volumes, and planned and implemented projects with the objective of developing facilities to fulfill that demand. However, as there was a great potential for achieving an increase in the volume of water supply efficiently and at low cost by reducing the volume of non-revenue water, it was important to consider aid projects taking this into account.

2) Consideration of the Relevance of Data Used in Plan Formulation

Currently, the basis for estimating water supply rates used in the Philippine Government's statistical data for the water supply sector is not well defined. For example, with no basis for calculation of household composition, calculations range from 5-9 people, giving rise to disparities between plans.

In addition, in the "Water Supply, Sewerage and Sanitation Master Plan of the Philippines" formulated by the Philippine Government, the volume of water usage is set at 20 liters/person/day for communal taps and 80-120 liters/person/day in a standard household for water piped to individual households. This is a major disparity.

JICA Development Studies also used the figures used by the Philippine Government unchanged. In the future, in order to carry out more precisely targeted aid, it will be necessary to examine and re-establish the plan-basis used by the Philippine Government.

3) Establishment of Water Quality Monitoring System

It has been confirmed through research that it is possible for water quality to meet standards at the time of well construction but to become undrinkable several years after the digging of the well. Cases include drawing too much subterranean water from surrounding areas or toxic substances in shallow strata being drawn into deep wells due to inadequate sealing of the well.

Monitoring following transfer of facilities is basically the responsibility of the implementing organizations in the recipient country. However, it is very rarely actually carried out in developing countries. Therefore, in the future, it is important to support water quality inspection implementation systems in developing countries and the establishment of monitoring systems that regularly inspect water quality.

4) Shift from "Increase in Volume" to "Improvement in Quality"

Projects in the water supply and water resources development sector in the Philippines, including projects by other donors, had so far made increasing

the volume of water supplied as top priority. Water quality had not been focused on very much. As a result, although the shortage of water in rural areas had been resolved to some extent, water supply facilities that produce water that was not fit to drink had also been built. However, in this sector where the ultimate objective was "the supply of safe water", an improvement in water quality was essential, and the need to focus on the quality of well water had also been pinpointed by the Philippine Government and other donors. In the future, it will be important for Japanese aid to adequately consider relevance in terms of water quality in the implementation of projects proposed in previous Development Studies.

It is also necessary to assess the current status of facilities provided through grant aid by monitoring and to devise strategies for facilities where the water cannot be used for drinking.

5) Provision of Support Systems for the Poor

At the time of the evaluation, the Philippine government had not established any policy or support systems for the "supply of safe water" to poor regions. In the future, the prioritization of development in regions where profitability can be ensured will increase if privatization is promoted in the water supply sector, and it is likely that "access to safe water" for the poor will receive less attention.

Further, while poor villages are able to carry out day-to-day maintenance of Level I facilities, it is probably difficult for them to address major repairs for financial reasons. Consequently, it is important to distinguish policies and strategies for the provision of water supply in average-income regions and in poor regions.

6) Development of Operation, Maintenance and Management Capabilities

There was a complex implementation system in which a number of central government organizations had jurisdiction over provision of water supply projects in Metro Manila, other urban areas and rural areas, and the actual operation, maintenance and management of facilities was entrusted to various levels of local government. As a result, responsibility for implementation of projects was not well defined.

Consequently, it will be important to pay adequate attention to the following points when selecting aid projects in the water supply sector in the future:

- a) Central government organizations including organizations such as LWUA and DILG that compete with each other. In addition, as DILG has only just assumed responsibility for services in the water supply sector, there is uncertainty about actual policy drafting and implementation capabilities of some of their bureaus. In ascertaining the suitability of the agency with jurisdiction, it will be necessary to adequately consider its plan drafting and project implementation capabilities, including the previous track record of the relevant department.



A deep well settled at elementary school

- b) The levels of local government covered by aid are the city and town level and the Barangay level. However, at the Barangay level, many offices lack implementation capabilities, so the World Bank targets the city and town levels. In Japanese aid, it is appropriate for the operation, maintenance and management of planned facilities to be conducted by central government organizations or at state, city and town level, and to require states, cities and towns to supervise Barangays.

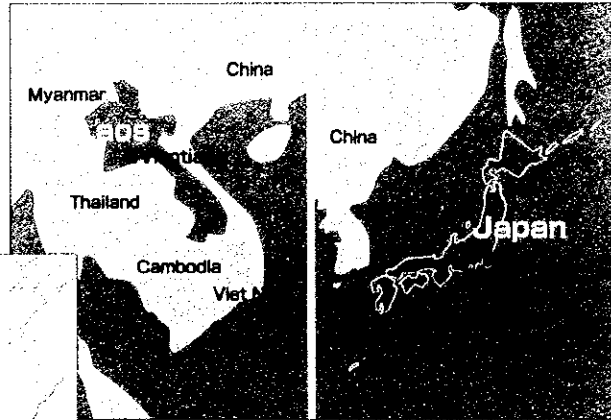
In addition, while local governments conduct the operation, maintenance and management of water supply services, they do not currently have adequate capabilities to carry out maintenance and management. Further, the central government has no policies for the development of these capabilities. In the future, when considering requests concerning provincial water supply, it will be necessary to give adequate attention to the following points:

- The inclusion of measures for the capacity building of the local government that will be the implementing organization within the activities of the requested project. There is a possibility of failure if maintenance and management of facilities is simply entrusted to local governments only because it is a "Philippine Government policy".
- The inclusion in the aid project of measures aimed at capacity building in technological and financial areas of the local government to manage and operate a water supply system.

8. Attempts to Feedback the Evaluation Results

In order to feedback the result of evaluation to partner countries, JICA conducted a evaluation seminar at Makati City in Metro Manila on 26 July, 2001.

Support for Transition to a Market Economy



Project Sites Japan

1. Background and Purpose of the Evaluation

Since the Socialist Revolution in 1975, Laos had formed production groups and nationalized assets. However, in 1986, the country started to conduct economic reform called "New Economic Mechanism" and to introduce a market economy under the new policy *chintanakan mai* (new thinking), having faced difficulty to manage the socialistic centrally-planned economy. After the 1991 dissolution of the Soviet Union, which had been the main supporter of Laos, the country was forced to turn to Western countries. Laos joined ASEAN in July 1997, concluding that they should no longer stick to a socialist economy if they wanted to survive in the international stream of market economies. However, due to the Asian economic crisis at the same time, Laos also had some difficulty in developing Macro economics.

Considering the above situation, JICA has held Country-focused Training Course in support of the transition of Laos to a market economy. Among the courses, the following five were examined for the evaluation; 1) National Economic Management, 2) Improvement of Investment Environment and Industrial Policies-Support for entering ASEAN, 3) Management of Market-Oriented Economy, 4) International Telecommunications and 5) Customs Administration for Lao PDR (People's Democratic Republic). These courses were evaluated by a third party to determine to what extent the training courses contributed to the achievement of the goals to develop a market economy in Laos.

The evaluation team was lead by Professor Motoyoshi Suzuki of Mie University, a leading specialist on transitional economies.

2. Evaluated Projects

- National Economic Management

(From 1990 to 1996, Country-focused Training Course)

- Improvement of Investment Environment and Industrial Policies-Support for Entering ASEAN

(From 1996 to 1997, Country-focused Training Course)

- Management of Market-Oriented Economy

(From 1998 to 2000, Country-focused Training Course) (Only the course held in 1998 was evaluated)

- International Telecommunications

(From 1997 to 2000, Country-focused Training Course) (the courses up to 1998 were evaluated)

- Customs Administration for Lao PDR

(From 1998 to 2003 (ongoing) Country-focused Training Course) (only the course held in 1998 was evaluated)

3. Members of Evaluation Team

Motoyoshi SUZUKI, Professor, Mie University
Aichiro YAMAMOTO, Deputy Managing Director,
Office of Evaluation and Post Project Monitoring,
JICA

4. Period of Evaluation

12 December 1999-27 December 1999

5. Evaluation Method

Overall, 74 laotians participated in one of the above five courses. We interviewed 39 participants and three heads of participants. The percentage of the interviewees to all participants in the respective courses is as follows: "National Economic Management"-26 percent,

"Improvement of Investment Environment and Industrial Policies"-90 percent, "Management of Market-Oriented Economy"-80 percent, "International Telecommunications"-90 percent, and "Customs Administration for Lao PDR"-60 percent.

Based on the interviews, each of the training courses were evaluated based on the PCM method (Project Cycle Management).

The evaluation team evaluated the projects from seven points of view, namely, "Raising Awareness", "Constructing Network", "Increasing Individual Benefits", "Improving Trainees' Capacity for Policy Making and Analysis", "Technology Transfer", "Enhancing Leadership and Institution Building" and "Trainees' Learning and Gaining Experience". "Raising awareness" refers to trainees having deepened their understanding of market economy (cf. Fig.1). "Constructing Network" refers to trainees having deepened their personal relationships with other trainees in the courses and having built a personal and organizational network. "Increasing Individual Benefits" refers to trainees having been promoted or increased their income as a result of participating in the courses. "Improving Trainees' Capacity for Policy Making and Analyzing" refers to trainees having improved their ability to make laws, regulations and rules and to conduct research and analysis with knowledge gained through the courses. "Technology Transfer" refers to trainees utilizing

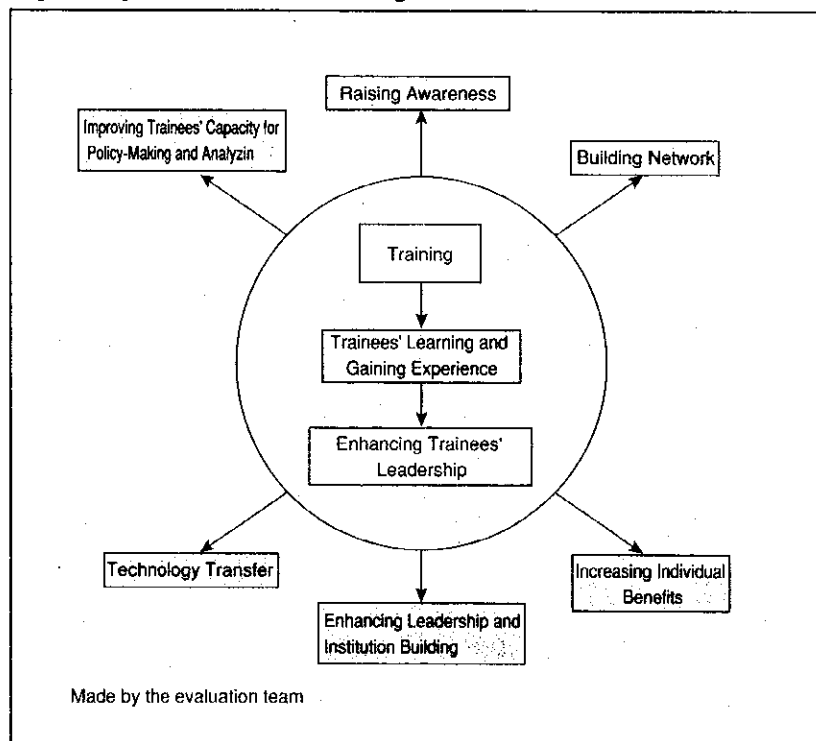


Interview for ex-trainee of the course on "International Telecommunications"

their knowledge and experience in their offices, and transferring these to other members. "Enhancing Leadership and Institution building" refers to trainees who are able to take a leadership role; thus, contributing to organizational reform and personal management resulting in reinforcement of their institutions. Finally, "Trainees' Learning and Gaining Experience" refers to the direct objective of the training, which is to enhance trainees' academic knowledge and to further their experience.

The results of the evaluation are summarized in Table 1. The evaluator adopted several indicators as shown in Table 1 for assessing the seven criteria. To evaluate the project from the viewpoint "Trainees' Learning

Fig. 1 Objectives of the Training Courses



Achievement and Gaining Experience", the evaluator adopted common indicators for three courses, namely, "National Economic Management", "Support for Entering ASEAN" and "Management of Market-Oriented Economy" because the lectures in these three courses were quite similar, focusing on the training of bureaucrats and policy planners to accelerate the transition from socialism to a market economy. Meanwhile, the other two courses focused on technical and practical lessons rather than policy planning. Thus, the evaluator adopted different indicators to evaluate the two courses. At the end of each training course, "Trainees' Learning and Gaining Experience" was evaluated as highly effective.

6. Evaluation Results

(1) Achievement of "Raising Awareness"

As to the achievement of "Raising Awareness", when we asked trainees their opinion about the transition from socialism to market economy, all responded positively. Respondents neither recognized a market economy as the best economic system for Laos, which is a poor country nor persisted with the idea of a socialism regime .

(2) Achievement of "Building Network"

Building networks of organizations and among people can be a valuable outcome of participating in the training courses. The achievement of this objective was evaluated by the following four indicators; 1) Trainees Build network with JICA staff, 2) Trainees Build up a closer connection with lecturers, coordinators and interpreters, 3) Trainees make new friends, and 4) Trainees form an alumni association.

Of the interviewees, 12.2 percent responded that they could build a network with the JICA staff. This network



Interview for ex-trainee of the course of "Improvement of Investment Environment and Industrial Policies-Support for entering ASEAN"

seemed to contribute to their work after the courses. Of the respondents, only 1.6 percent answered that they made new friends in the training course. Though 90 percent answered that they had met again with other trainees on ceremonial occasions, they had not yet formed an alumni association. As a whole, the objective "Building Network" has not been effectively achieved.

(3) Achievement of "Increasing Individual Benefits"

Trainees responded that the most remarkable achievement for the objective "Increasing Individual Objective" is the obtaining of knowledge and experience. This was much more appreciated by the trainees engaged in technical and specialist work, such as international communication and administration for customs clearance. Trainees mentioned the training's secondary impact on "promotion", "self-confidence", and "good reputation" to some extent, while few people answered that the training course resulted in an increase of their income.

(4) Achievement of "Improving Trainees' Capacity for Policy Making and Analyzing"

As for the evaluation of the objective "Improving Trainees' Capacity for Policy Making and Analyzing", we set the following indicators; 1) The number of laws, regulations and rules enacted, 2) Advice and recommendation for policy planners and 3) Results of trainees' research and study. Some trainees of the course "National Economic Management" participated in the drawing up of 21 laws, administrative rules or regulations, as a total. They were more active than the trainees in the other four courses. More precisely, trainees had participated in the drawing up of the "constitution", "law on rural development", "law on financial administration by national planning committee", "regulations and rules on external trade", "regulations on the price of goods and services", "custom law", "law on the management of customhouse" and "law on drug control". At the same time, the trainees had written or edited academic theses and essays. Eleven thesis or essays were written by trainees in the course "National Economic Management", eight by trainees in the course "Improvement of Investment Environment and Industrial Policies-Support for entering to ASEAN", five by trainees in the course "Customs Administration for Lao PDR", two by trainees in the course "Management of Market-Oriented Economy", and none by trainees in the course "International Telecommunications". Some trainees had engaged in the writing of not only academic theses but also newspaper articles and speeches for the prime minister and

Table 1 Indicators of Respective Courses and the Results of Education

Objectives	Indicators					Evaluation Result
Raising Awareness	(Impact for network building) Trainees change their consciousness and ideology from socialism to market economy					++
Constructing Network	(Impact for network building) ① Trainees build network with JICA staff ② Trainees build up a closer connection with lecturers, coordinators and interpreters ③ Trainees make new friends ④ Trainees form an alumni association					+
Increasing Individual Benefits	(Indirect External Impact) ① Trainees are promoted ② Trainees increase their income ③ Trainees increase self-confidence ④ Trainees have a positive reputation ⑤ Trainees obtain knowledge and experience					+ -- + + ++
Improving trainees' Capacity for Policy Making and Analyzing	(Impact on trainees' capacity for policy planning and analyzing)	Course1	Course 2	Course3	Course4	Course5
	① Number of laws, regulations and rules enacted	++	+	+	--	+
	② Advice and recommendation for policy planners	++	++	++	--	++
	③ Results of research and study	++	++	++	--	++
Technology Transfer	(Impact on technology transfer) ① Trainees utilize the transferred techniques in their normal work ② Trainees are able to guide their colleagues ③ Trainees hold workshops and lectures within their organization. ④ Committee is formed for solving particular problems ⑤ Public seminars are held ⑥ Report is submitted					++ ++ + -- - ++
Enhancing Leadership and Intuition Building	(Enhancing Leadership and Intuition Building) ① Institutional reform ② Redevelopment of staff ③ Performance evaluation ④ Cost efficiency					++ ++ ++ ++
Learning Achievement and Gaining Experience	(Direct Impact) the degree of trainees' learning and gaining of experience					
	Indicators for courses 1, 2, & 3		Indicators for course 5		Indicators for course 4	
	① Trainees become more knowledgeable about Japanese industrial policy ② Trainees deepen their understanding of the importance of small and medium scale enterprises ③ Trainees deepen their understanding of capital market. ④ Trainees deepen their understanding of macro economic policy ⑤ Trainees deepen their understanding of the ASEAN economy		① Trainees deepen their understanding of the system and institution for custom collection ② Trainees deepen their understanding of the laws and policy for customs ③ Trainees deepen their understanding of bonding system and work ④ Trainees deepen their understanding of the policy and administration for customs clearance of import-export, and administration for classification of goods ⑤ Trainees deepen their understanding of the importance of monitoring and control, works for monitoring and control in airports and seaports, and the role of drug searching dogs		① Trainees deepen their understanding of the management plan and financial plan ② Trainees deepen their understanding of the international agreement on service ③ Trainees become more knowledgeable about international accounting methods ④ Trainees deepen their understanding of the receiving of charges ⑤ Trainees obtain research skills to study information and communication	
	Total evaluation result ++		Total evaluation result ++		Total evaluation result ++	

Note1: The evaluation is based on the interviews and total evaluation results for each objective were classified into four levels:

++ : very high, + : relatively high, -- : relatively low, --- : very low).

Note2: Course 1 is "National Economic Management", Course 2 is "Improvement of Investment Environment and Industrial Policies-Support for entering ASEAN", Course 3 is "Management of Market-Oriented Economy", Course 4 is "International Telecommunications" and Course 5 is "Customs Administration for Lao PDR"

prefectural governors. Trainees in all courses, except for the course "International Communication", had achieved the objective effectively.

(5) Achievement of "Technology Transfer"

Trainees are responsible to utilize their knowledge and experience they obtained in the courses in their work, not to enjoy the benefits of the training courses only for themselves. Thus, we regarded this as an indicator for

objective "technology transfer". Trainees had actually utilized their knowledge and experience in their daily work by means of guiding their colleagues. However, they could not utilize their knowledge satisfactorily in the organization of workshops, lectures or committees to respond to particular problems. As to submitting reports, all trainees responded that they had submitted a report about their participation in the training course, since the Lao Government obligated them to do so.

The reason they could not open workshops and seminars was mainly the lack of budget and materials. Others said they were too busy with their work. The Lao Government cut the number of staff on a financial basis and the duties of each staff member increased. Others also mentioned the difficulty in gaining the understanding and cooperation of their bosses and colleagues. Another reason given for the lack of technology transfer, was that the courses were too theoretical or, "Though the courses were practical, they did not match the actual situation of Laos". We should learn from these opinions and improve the courses, as this is the responsibility of the program planners.

(6) Achievement of "Enhancing Leadership and Institution Building"

Though "Enhancing Leadership of the Trainees and Institution Building" was not a direct objective of the training course, we adopted it as a middle or long-term objective. According to responses from the interviewees, 90 percent of trainees highly evaluated the fact that they could take on leadership roles in "institutional reform", "redevelopment of staff", "performance evaluation", and "improving cost efficiency".

In Table 1, the degree of the achievement of respective objectives is classified into four levels.

7. Recommendations

(1) Presentation of Country Report in Advance

As to the courses, "Support for Laos's entering ASEAN" and "Management of Market-Oriented Economy", the presentation of a country report by trainees was held at the JICA Laos office for the trainees before they traveled to Japan. This presentation had the



Interview for ex-trainee of the course of "National Economic Management"

following impacts. First, all the trainees' submitted country reports before they came to Japan (impact on their responsibility). Second, the quality of their country reports was considerably improved because trainees revised them after they received comments in the presentation (impact on the quality of country reports). Third, their presentation skills were improved since they were able to practice their presentation before giving it again in Japan (impact on trainees' ability to give a presentation). Finally, trainees were strongly motivated to study in the courses by participating in the presentation of country reports (impact on trainees' motivation). Therefore, continuation of presentation of a country report before leaving for Japan is recommended.

(2) Three Requirements for Final Report

Trainees were required to submit a final report at the end of the course. Trainees could choose a topic according to their interest. Participants who had difficulty selecting a theme should be given suggested topics as follows:

- 1) The similarities and differences between their organization and the corresponding Japanese organization.
- 2) The similarities and differences between Laotian policies and Japanese policies
- 3) Recommendations to improve the organizations in Laos by applying knowledge and experience obtained in the course.

(3) Obligation to hold a workshop

Holding of a workshop by trainees, after handing in reports to their organizations, can promote technology transfer. So, the organization should obligate trainees to hold a workshop and JICA should encourage the trainees' organizations to do so.

(4) Three approaches to improve the courses

- 1) Courses for middle-class executive officers (Continuing the on-going courses)

The currently implemented courses should be continued to train middle-class executive officers so that Laos would continue sound economic growth in the shift from socialism to a market economy.

- 2) Courses for junior executive officers

Many of the middle and higher-class executive officers have experienced studying or being trained in the former Soviet Union, East Europe and Viet Nam. However, aid and support from the former socialist nations stopped with the dissolution of the Soviet

Union in 1991. Junior members lost the opportunity to study in these countries. Instead, Australia, Japan, France and Germany have offered the opportunity for Laotians to study in these countries. Nevertheless, these opportunities are less than those provided by the former Soviet Union who accepted 2,000 students and trainees a year¹⁾.

As the department of Economics and Business had not been established until recently in Laos national university, junior executive officers, who are in their twenties, have not studied Economics systematically. Opportunities to participate in JICA's training in Japan tend to be offered to members who are over 30 years old. As a consequence, junior members were short of training opportunities. Therefore, training courses should be held in Vientiane targeting junior members who are under 30 years old. They can manage to attend the courses while working in Vientiane.

3) Courses for Ministers and members of the central committee of the Lao People's Revolutionary Party

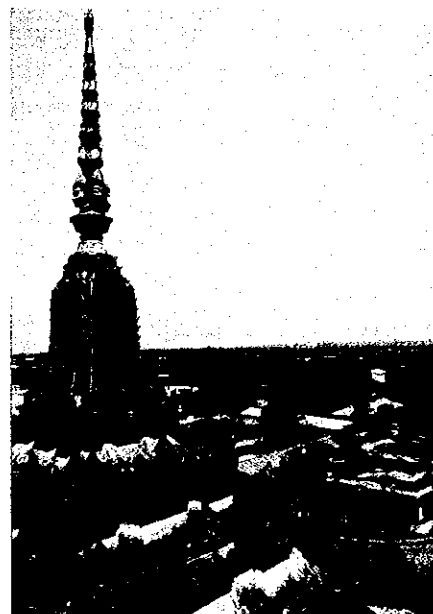
Laos has adopted the national regime of people's democratic republic based on the National Assembly. However, the Laos political system is operated by a central committee consisting of 49 members, and the top nine political Bureau²⁾. It is believed that this exclusive group has made the decisions on important policies, such as joining ASEAN. It is quite effective to enhance their knowledge and ability to make appropriate decisions, considering the process in which the political decisions are made, and how influential the group has been on the politics of Laos. Thus, it is recommended to establish a course for the 49 central committee members and nine highest political bureaucrats to improve their decision-making ability.

(5) Training at ASEAN's headquarters

In supporting Laos to shift to a market economy, it is important to help that they understand and become more aware of ASEAN, and possess the skills to participate in ASEAN meetings, which are held more than 270 times a year. Thus, it is recommendable that the training curriculum includes visits to and seminars at the headquarters of ASEAN in Jakarta.

(6) The opening of the seminar for supporting transition to market economy in Laos

The capital Vientiane is the largest city of Laos, and the center of the economy, administration, diplomacy, finance, education and information. Savannakhet is the center of the southern part of Laos, which is active in



Vientiane municipality with Monument of Independence



Luang Prabang, the 3rd largest city in Lao P.D.R.

trading with Viet Nam, Thailand and Cambodia. Luang Prabang is the center of the northern part, which is active in trading with China, Myanmar and Thailand. Although Savannakhet and Luang Prabang are the second and third largest cities in Laos, there is a large gap between these two cities and Vientiane. On one hand, Luang Prabang has the potential to develop based on tourism and Savannakhet can serve as the link between Viet Nam and Thailand, taking advantage of the construction of the second Mekong Bridge. Even so, local governments are

1) "The Actual Conditions of the Aid from Russia-Impact on Laotian Economy of the Cut of the Aid (Russia ENJO NO JITTAI - ENJO SAKUGEN NIYORU Laos KEIZAI HENO EIKYOU)", International Development Society of Japan, "International Development Studies" Vol2. No1, May 1993, pp.127-137.

2) In the meeting of the Seventh Party Congress in March 2001, it is said the central committee members were 53 and the highest members numbered 11 instead of nine.

not capable of capitalizing on these opportunities. Local governments must have knowledge of the basic concepts of a market economy, regional development planning, and planning for special economic zones. Therefore, executive officers of local governments, including in the above two cities, should be trained. The training courses can be held either in Vientiane or other local cities. In case JICA supports these courses, it would be effective to use graduates from the five Country-focused Training Courses as trainers, which would further promote their capacity as well.

(7) Extending the training courses to local areas and producing learning materials in Laotian

The above mentioned courses in local cities need to target not only executive officers of local governments, but also teachers of high schools, junior high schools, vocational training centers and special colleges so that the number of people who can understand a market economy would be increased. To put the above plan into practice, learning materials in Laotian should be produced.

(8) Supporting the productivity of government staff

In spite of the shortage of staff, the government cannot afford to increase the number of staff. Thus, it is indispensable to improve the productivity of government staff. The evaluator made the following suggestions:

- 1) to hold follow-up seminars in Vientiane for trainees to continue obtaining recent information and knowledge.
- 2) to dispatch Japanese Experts to improve the technical ability of government staff
- 3) to offer trainees an opportunity to stay longer in Japan in order to acquire a master's degree.



Interview for ex-trainee of the course on "Management of Market-Oriented Economy"

(9) The Organizing of an alumni association and publishing of a Newsletter

Although freedom of association is ensured by the Laotian constitution³⁾, it is not an easy task to organize an alumni association of the former trainees. JICA's office in Laos should take the initiative to have an alumni meeting once a year, where trainees are given opportunities to exchange information and to be informed about new courses. These opportunities should be significant for Japan as well, from the viewpoint of keeping contact with supporters in Laos. It is also recommended that newsletters be issued to the former trainees.

(10) Mission of the trainees

The effectiveness of the courses could be reinforced by explaining the purpose of the training courses to trainees in advance or as soon as they arrive in Japan for the following reasons. First, an explanation in advance enhances the training courses' impact on the trainees' learning ability, boosting the motivation of trainees. Second, the explanation in advance convinces trainees that it is their mission to share the knowledge they acquire in the courses with their colleagues and society at large. This would prevent trainees from keeping the knowledge just for their own benefit, and enhance the impact of technology transfer.

(11) The training courses should be held in Laotian.

Basically, the training is conducted in Japanese with a Laotian interpreter, and the presentation of country reports and final reports is conducted in English. Since Laos joined ASEAN, people became more conscious of the importance of English. However, it is too soon to hold every Country-focused Training Course in English. Though English is recognized as the international language, it is still only one of the communication tools. There are some Laotians who are skilled in English while others are not. It is known from past experience that about 70 to 80 percent of the participants cannot understand English lectures. Their low English ability does not mean that their capacity is also low. The training courses of JICA also targeted members who are not skilled with English because they can also play an important role in their country after being trained. This makes JICA's training courses superior to the courses of other donor countries in terms of its human resources and training strategy.

(12) Position continuity of the participants

The requirements for the applicants of the training courses should contain that their position or post would not change in two years after the training. They should be informed that they would not be selected if they would change their position or post soon after the training. One of the participants in the course "International Telecommunications" reached retiring age after the training. The selection of the members as trainees wastes resources.

(13) Increasing the duration of training courses

For every course, participants indicated that the duration should be longer. Although those who are in higher positions such as director can only be away from their work as long as three weeks; members who are in lower position can be away for about two or three months.

(14) Feedback of theory and practice

It is quite important that the trainees can apply both theory and practice to the real situation. For example, when a training course contains a field trip to a factory, it is necessary to explain what is the meaning of the trip and which lecture it is connected to.

(15) Technical terms in English

Technical terms, which are used in the lectures, should be written in English in materials distributed, even though they are basic terms for lecturers.

(16) Briefing for Japanese lecturers

Some of the lectures do not match the reality in Laos. The problem would be solved considerably by lecturers' grasping fundamentally the situation of Laos. Before the start of the training courses, lecturers should have opportunities to learn about the situation of Laos from distributed reports or a briefing by course leaders on the Japanese side.

(17) The distribution of text in advance

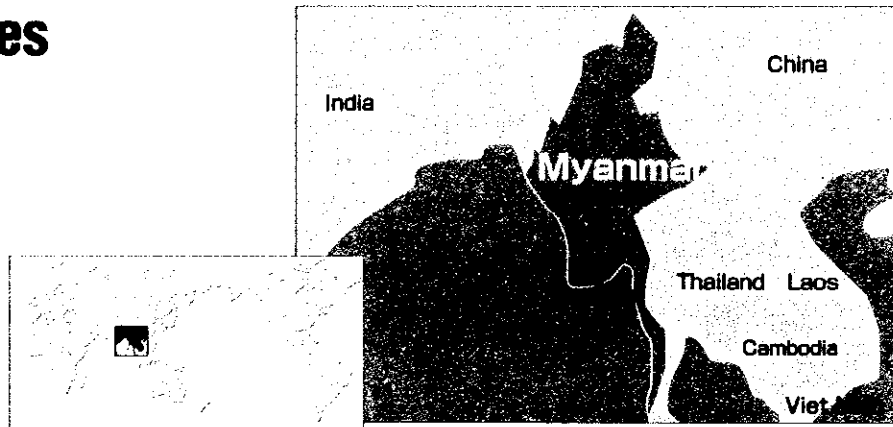
Textbooks should be sent to the trainees before they come to Japan so that they can study in advance. The distribution of textbooks should be completed at the latest the first day of the training course. This may enhance the effectiveness of the training courses in Japan.

(18) Point to notice for members engaged in technical work

Participants engaged in technical work were interested in obtaining practical techniques. Meanwhile, they were not so concerned about the meaning of their work in society. For instance, they were interested in obtaining communications technology while they were not attentive to what role and meaning communications technology had in their society. The training course needs to contain sessions enhancing their awareness on the meaning of technology in society.

³⁾ In Article 31, Laotian Constitution, it is said that Laotian people have freedom of speech, publication, meeting, association and demonstration unless they violate laws

Human Resources Development



Project Site Yangon

1. Background and Objectives of Evaluation Survey

This evaluation study was aimed at evaluating the effectiveness of completed technical cooperation projects of JICA in the field of human resources development, and at deriving lessons and recommendations for future cooperation to Myanmar in the same area. The study was carried out from the view of an external expert in order to secure objectivity of evaluation and transparency of JICA's projects.

The evaluator was Suzuka Yoshida, a freelance journalist who has broad knowledge and experience in the field of international cooperation.

2. Evaluated Projects

- **Bridge Engineering Training Center Project**
(July 1979-July 1985, Project-type Technical Cooperation)
- **Bridge Construction Project (Small Steel Bars)**
(FY1978 and FY1980, Grant Aid)

3. Members of Evaluation Team

Team Leader:

Suzuka YOSHIDA, Journalist

Evaluation Planning:

Yuko HASHIGUCHI, First Regional Division, Planning Department, JICA

4. Period of Evaluation

12 September 1999-25 September 1999

5. Method of Evaluation

The evaluation was based on the results of the site visits, interviews with the relevant actors of the project at the time and the follow-up interviews with the Japanese experts.

6. Results of Evaluation

(1) Environmental and social situation in Myanmar and the background of project: A country with many rivers which inevitably require bridges

The land of Myanmar extends from the north to the south and most of its mountainous borders are shared with China, India, Bangladesh, Thailand and Laos. Some large rivers run through Myanmar and the five bordering countries, and other large and small rivers also flow from north to south within Myanmar. Therefore, east-west movement was not as active and the flow of information and goods was slow. As a result, it was difficult to share a sense of unity as a state. In addition, there are hundred ethnic groups, and government policies and programs did not reach all corners of the country even though centralization was promoted.

Under these circumstances, the government of Myanmar recognized that the construction of bridges would bring unity for the country, so they requested the government of Japan to provide technical training on bridge construction. As a result, the Bridge Engineering Training Center (BETC) project began in 1979.

According to Mr. Minoru Fujiwara, the then team leader of BETC, the Japanese technical level of bridge construction was the highest in the world. Japan reached this high technical level by the trial and error after learning from England, Germany and the United States, which had the highest technical standards before the war.

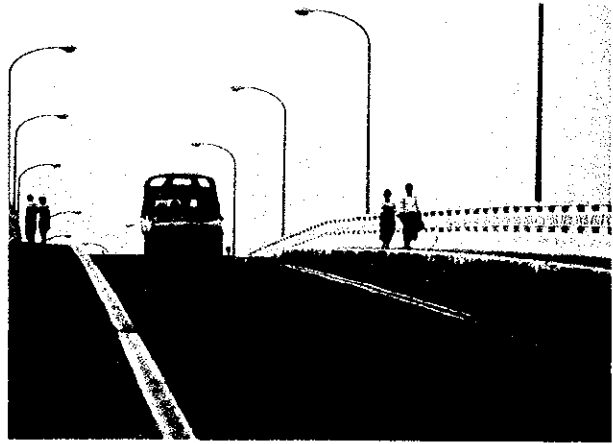
Japan learned from their own experience that on-the-job training (OJT) was the best way to acquire skills. The successive experts of the Project who lived through the learning period of Japan maintained the policy of combining Japanese style lectures and practical training.

An immediate objective was to establish the Thuwunna bridge, made of concrete. However, it was decided that the bridge provided by grant aid would be used as the site of technical cooperation, and this enabled lively technical transfer as a result. Hajime Asakura, the second successive leader and an executive director of Magara Construction Co., Ltd. told trainees, "The aim of the project is not the construction of the Thuwunna bridge. Our objective is to enable you to construct the next bridge on your own". Trainees were then trained them in earnest, and the training continued for the next six years.

(2) Importance and essence of human resource development: People will not act without being given opportunities, instructions and praise

The total number of engineers who were trained during the cooperation period was more than sixty. Some of them were selected and appointed to work on bridge construction and formed the construction team with the workers. Some skilled crane operators and other specialists were invited from Japan and they joined the training together with the Japanese experts at the construction sites.

For the first two years, the Japanese personnel struggled to change the mentality of engineers who were not willing to share their skills with others nor work in the field. Although it took more than one year to make the engineers willing to go out in the field, it seemed that the belief of the Japanese experts, "people will not act without



The Thuwunna Bridge

being given opportunities, instructions and praise," was accepted by the Myanmar with the honest national character.

It is probably safe to say that the people of Myanmar were hungry for the most advanced technology since there was little contact with the outside world as Myanmar was semi-secluded. It was also fortunate that Myanmar did not have an aid-dependant mentality. This fact was significantly different from other aid recipient countries, and thus it was thought worthwhile to give training to a country with such a national characteristic.

Trainees still remembered the experience of interacting with experts. When the Evaluation Team called on trainees and carried out questionnaire surveys and interviews, we could collect many anecdotes. According to trainees, experts treated female engineers equally. Experts tested students' comprehension of lectures and carried out complementary lessons for those who failed and sent for materials from Japan when necessary. Experts did not have enough sleep because they had to prepare for the lessons. After training or work, they sometimes held home parties to enhance mutual friendship. Trainees mentioned that they could feel that there was no hierarchy between engineers and workers, nor between experts and trainees.

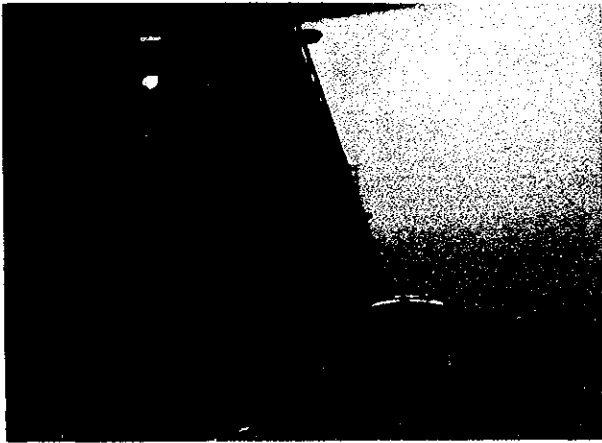
(3) The Effects of Human Resources Development: Trainees Constructed a Concrete Bridge on Their Own

Experts taught the method of concrete bridge construction at BETC. The reason the Thuwunna Bridge was made of concrete was that resources were available locally and thus they could avoid using foreign currency. Sustainability was considered as one of the top priorities.

A major contribution of technical cooperation to the construction of Thuwunna bridge was the extension of the



The Thuwunna Bridge constructed by trainee and JICA expert



The Thanlyin Bridge constructed with support from China

distance between bridge piers. The maximum spacing of bridge piers was 30m at the previous technical level of Myanmar, but technical capability was upgraded to a level where bridge piers could be spaced as much as 300 meters apart using a basic set of heavy machinery that was brought from Japan. Thuwunna bridge was built with piers spaced 100 meters apart. As the longest bridge in Japan at the time was 300 meters (Hamana Bridge), Myanmar's technical capability reached the world standard. The machinery provided by this Project was still used in Myanmar at the time of the evaluation. For reference sake, the longest bridge in Japan now is Akashi Bridge at two kilometers. This implies that bridge construction technologies are constantly advancing.

Later, the planned technical cooperation to the construction of Ngawun bridge after Thuwunna bridge was cancelled due to the political upheaval of 1988. However, experts informally attempted to transfer technologies from Japan through the exchange of faxed messages. It was honorable that there were such experts who continued providing assistance only by their sense of responsibility and commitment without seeking profits. As a result of this informal transfer, trainees built a 110-meter-long concrete bridge on their own.

BETC is still in good condition. Also, the traditional policy to use OJT for basic training and of transferring technical skills from seniors to juniors is still maintained.

(4) After cancellation of new cooperation: only technology of bridge pier construction remained

The problem of a concrete bridge was that it would require considerable time for construction, though the resources could be easily obtained. Since JICA's cooperation has been suspended, Myanmar has constructed many bridges with the assistance of resources,

personnel and design from Chinese corporations, but all of these bridges were made of iron. An iron bridge could be completed quickly as they simply installed bridge piers which were constructed in China. However, there was almost no technology transferred to the engineers of Myanmar.

As a result, the technique of BETC which still remains now is that of bridge pier construction. But bridge pier construction was an essential technique for any bridge using either concrete or iron and cables for the upper part of the bridge. It was assumed that the technology acquired by trainees contributed to the bridge construction boom in Myanmar after Japanese cooperation.

(5) Possibilities of Future Technical Cooperation in the Field of Bridge Construction: BETC Graduates at the Period of Transition of Power

Something must be said about the personnel trained in BETC. Most of the current civil engineering technicians, such as Mr. U Khin Maung Oo who became a chief engineer of the Ministry of Construction, Public Works and the general manager of a research institute, received training at BETC. Through these top people, technology was transferred from skilled technicians to other engineers through OJT at each construction site and thus the spirit and technology of BETC was widely spread.

However, the first generation of trainees were now nearing retirement. And the third generation of personnel trained at BETC have become the main actors in local areas; however, there have been no new technologies introduced. Consequently, these technicians who had been using the same technologies for 20 years felt a strong sense of stagnation.

Mr. U Han Zaw said earnestly: "I was worried about whether or not my direction was right as a construction



The Aungzeya Bridge constructed with financial support from China. In the bridge pier, Japanese construction technology was utilized.

manager; therefore, I wish the cooperation would be reopened soon".

When Mr. Asakura, mentioned above, saw a picture of Aungzeya Bridge with its 300-meter piers, he said with surprise that he did not expect such progress. He had also assumed that they would be able to manage, to a certain extent, the construction of the upper part of the concrete bridge (including the Detailed Design of it) with little assistance. However, technical cooperation of maintenance, design, and supervision would be necessary when they construct bridges made of either concrete or iron. It would be expected that this kind of cooperation should target a large-scale audience at national level, not private agents of single projects, and then this would bring large benefits to the public. This also would raise the social value of JICA's work.

In this respect, how to consider the feelings of technicians of Myanmar would be subtle. However, to conclude, cooperation that would satisfy the needs of technicians for new technologies and also correspond to the national policy which emphasizes the construction of bridges within a short-term period would settle on the areas of quality control techniques, installation of the latest machinery and technology, and moral support for technicians.

(6) Cooperation in the Agricultural Sector and its Impacts: Do "Software-type" Development Outcomes Reach Farmers?

Other Project-type Technical Cooperation were ongoing, including "Irrigation Technology Center Project (Phase II)", "Seed Bank Project" and the after-care cooperation of the "Central Forestry Development Training Center Project". The main activity of the Irrigation Technology Center was technology transfer for water management of the Center established through loans from Japan. The implementing organizations of Myanmar were interested in the programs as they extend the technologies of public organizations to the level of farming families. However, there was a question of equity of water distribution since there was no land management association. The effect of these activities was not clearly discernible and thus it was difficult to assess whether the technology, resources and awareness had spread to the bottom, since there were no Follow-up Studies of the technology retention rate carried out. This might have been a result of the situation that there was no freedom to form farmers' organizations or that the budget was too small to spread performance to the local areas. It might have been difficult to produce visible and tangible

impacts as BETC did.

However, there was no doubt of the fact that the presence of Japan contributed to a sense of security among the Government and people of Myanmar. The cooperation of Japan was the only connection with foreign countries for Myanmar since there was no assistance from other DAC member countries. The activities of Western NGOs focused on the area of human rights; therefore, the Government of Myanmar looked to Japanese NGOs that focused on practical activities.

Considering the situation where the government could not assist the country officially, NGOs could have played a greater role, but most of the NGO activities were small-scale. It was expected, however, that some NGOs would expand their target areas and activities. For example, there were rural development projects of Karamosia International and the projects of Bridge Asia Japan (BAJ) which were carried out in partnership with UNHCR and WFP with the aim of extension of appropriate technology. In particular, BAJ was highly appreciated by international organizations for its strength in logistics through its consulting work with WFP. In general, Japanese NGOs could gain a comparative advantage if they had technical skills. It would be relatively easy for them to make contacts with local NGOs as well as to provide personnel from Japan. They would be able to make contacts with JICA as well. NGOs should consider the possibility of interacting more with JICA experts in order to enhance their technical capability.

(7) The Effect of Military Governance: Myanmar after economic sanctions and suspension of foreign aid

In the case of Myanmar, we cannot ignore the relationship between governance and economic assistance. In 1988, the military took control of the government, interrupting the movement towards democratization. There was severe condemnation of this act by the international community, and the military government was criticized as "undemocratic" and "lacking a sense of human rights". As a result of the military takeover, economic sanctions were imposed on Myanmar and aid was suspended. The situation continues to the present.

There were several effects of the economic sanctions and aid suspension by foreign countries, but one of them should be pointed out here. There emerged the necessity of devising and reusing existing knowledge, technology and resources because there was no new influx of the

same from overseas. As a result, there emerged a new mentality of sharing knowledge and skills among colleagues rather than retaining them for self-advantage. This helped to permeate broadly the technology of BETC and their spirit of emphasizing field activities. According to Mr. Minoru Fujiwara, the third team leader whom we interviewed in Japan, the sound national characteristics nurtured a sense of responsibility to overcome difficulties. To the present, the achievement of technical assistance has had enormous effects, similar to sand absorbing water.

However, an unexpected negative situation arose as a result of the military governance. Interest-free loans for commercial assistance from China were provided on a large scale. Chinese aid focused on the construction of infrastructure, such as bridges and roads, and most of the infrastructure constructed in the 1990s was carried out under the aid of China. There were some cases of construction by bidding, but Chinese enterprises held overwhelming advantages in terms of cost and loan conditionality and the fact that they could easily bring a labor force along with equipment and materials. According to local technicians, the Chinese side would not sell the equipment for testing the hardness of reusable bridge piers which they wanted to purchase. They also complained about the lack in sincerity on the Chinese side saying that Myanmar was forced to pay expensive hotel fees for engineers and the labor force, while the Chinese technicians carried out the work themselves and did no teaching. Although China carried out these constructions as business rather than assistance, Myanmar's rigorous attitude towards development was demonstrated by the fact that they proceeded with the Chinese despite the limitations.

(8) Economic Measures of the Government of Myanmar: Acceptable Economic Policy

After the suspension of Japanese assistance, Myanmar had to overcome difficult situations on their own. They embraced the policies of maintaining capitalism, receiving capital from overseas, exporting and developing oil and gas resources, promoting the flow of goods through construction of bridges and other infrastructure, and also improving the macro economy. This was an inevitable approach for a country rich in natural resources but underdeveloped in terms of infrastructure, and with the majority of the population engaged in agriculture.

Myanmar had trouble formulating and implementing these policies. Brigadier-General Abel, Minister in charge



Interview of ex-trainee.

of economic affairs in the Office of the Chairman of the State Peace and Development Committee (SPDC), commented during the interview: "We could make our own economic policies and national laws prior to other Asian countries, without the expertise of the IMF and the World Bank." His words seemed to imply that Myanmar was different from other countries where economic growth was further stagnated as a result of negative impact of structural adjustment. He also believed that the future of many Latin American countries and Indonesia was uncertain since their political situation became unstable during the process of recovery from economic crisis.

Many bureaucrats and academics who are well versed in economics support Brigadier-General Abel. Fortunately, we could meet some of them informally for this evaluation study. Although the brain drain has become a serious problem, skilled personnel are still working even under the military regime. In this respect, Myanmar differs from other civil war affected countries, since the government was still functioning.

The evaluator asked these government officials and academics "what type of cooperation they would prioritize financial support, technical cooperation or construction of infrastructure". Then, one of the female economists who was the director of Foreign Economic Relation Department, Ministry of National Planning & Economic Development, Minister's Office threw a glance at Brigadier-General Abel and replied: "Myanmar lacks everything now. I would say that we need everything, but at the same time, we would like to run the country by ourselves. Although the government would want infrastructure construction through grant aid, technicians would need technical cooperation. Technicians have been seriously frustrated about losing their capabilities."

The impression of the evaluator was exactly the same.

Although it was not a favorable consequence, Myanmar was in a situation of semi-seclusion. Technicians had been starved for new technologies and irritated by Chinese commercialized cooperation, but had been assiduously working on constructing many bridges while enduring this shame.

(9) Cooperation towards Myanmar from the Aspect of Diplomacy: Required Sense of Diplomacy

A country must be careful not to lose the motivation of personnel during the process of nation building and steering. Since this is not something which occurs overnight, the issue of qualified personnel losing their motivation and infecting colleagues by their behavior was often overlooked. This might cause, however a situation where Myanmar society would lose its vitality as well as social leaders when the cooperation was reopened and economic activities were reactivated full-scale. Although the gentle and honest people of Myanmar had endured these difficulties to date, it did not mean that they would not lose their spirit in the future.

Lack of material resources is also a serious issue. The necessary seeds and fertilizers for producing agricultural products as well as irrigation facilities are insufficient. There are only limited medical facilities at the so-called JICA Hospital. (New Yangon General Hospital)

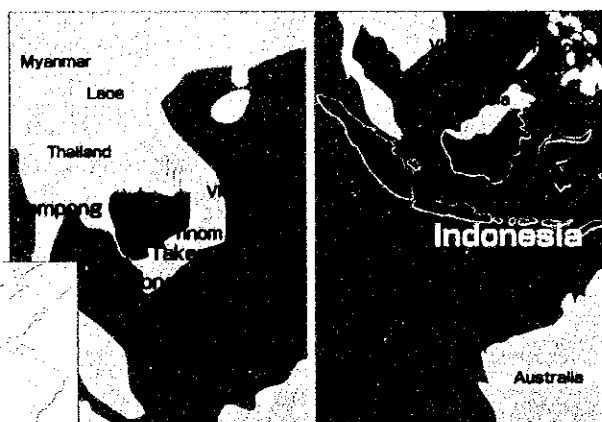
It is obvious from a diplomatic perspective that full-scale cooperation should be carried out promptly. It is important to address the concern regarding the situation that Myanmar was suddenly under Chinese influence. It is necessary for Japan to take advantage of the conflicts between China and India so that Myanmar stays in good stead with both countries, since it is situated geographically in the middle. In the first place, there would be an advantage of diplomacy when it begins in advance of other countries. In this regard, Japan might have many more things to do beyond looking at Myanmar merely as a small country or pro-Japan country.

As mentioned above, Myanmar with its specific national characteristics and conditions deserve cooperation from Japan. Since at present Myanmar's expectation focuses on Japan, it is morally right to strengthen the relationship between Myanmar and Japan in terms of technical cooperation and diplomacy.

Support for Community Empowerment and Peace Building

Project sites

Cambodia: Kompong Speu Province,
Kompong Cham Province,
and Takeo Province
Indonesia: South Sulawesi Province



1. Background and Objectives of Evaluation Survey

JICA carried out several activities under the Community Empowerment Program in partnership with local NGOs aiming at improvement of social welfare at the grassroots level.

In Cambodia, the Community Empowerment Program attempted to alleviate poverty and reduce the effects of the economic crisis through supporting organizations devoted to community improvement and improvement of women's status. Also, skill training and educational campaigns were carried out in order to expand counseling activities for people suffering physically and psychologically from the effects of civil wars and poverty.

In Indonesia, many Community Empowerment Programs were also implemented. In particular, empowerment of poor groups in South Sulawesi Province in the Eastern part of Indonesia was attempted through fulfilling basic needs and improving the productivity of target groups.¹⁾ Various means were incorporated such as 1) rural poverty surveys, 2) promotion of the acceptance of project implementation by government-related organizations and local communities, and 3) bargain sales of daily necessities.

This evaluation study aimed at understanding the social impact of community empowerment programs in both Cambodia and Indonesia, and deriving lessons and recommendations for similar types of cooperation particularly in terms of the building of partnerships with NGOs in the future.

The person in charge of this evaluation study was Noriyuki Wakisaka, a journalist with extensive experience in visiting and reporting on international cooperation projects. He has also participated in the JICA advisory resource group called "Peace-Building for Human Security"

2. Evaluated Projects

(1) Cambodia

- **Model Health and Social Service Centers**
(Community Empowerment Program)
- **Promotion of Women's Reproductive Health and Participation in Economic Activities**
(Community Empowerment Program)

(2) Indonesia

- **Empowerment of the Poor in South Sulawesi to Support Poverty Alleviation**
(Community Empowerment Program)
- **The Project of Subsidized Food and Health Services Provision for Beak Drivers and Their Families**
(Community Empowerment Program)
- **The Project for Community Empowerment in Primary Health Care in the Remote Archipelago Area in South Sulawesi Province**
(Community Empowerment Program)

3. Members of Evaluation Team

Team Leader:

Noriyuki WAKISAKA, Editorialist, Asahi Newspaper

Evaluation Planning:

Yukiji KOBAYASHI, Public Relations Division,
General Affairs Department, JICA

4. Period of Evaluation

20 February 2000-7 March 2000

5. Results of Evaluation

(1) Cambodia

- 1) Model Health and Social Service Centers in Cambodia
 - a) Overview of Project

- **Implementing NGO** : Cambodia Social Services (SSC)
- **Head of NGO**: Ms. Erin Minotti
- **Year of Foundation**: 1996
- **Project Sites**: Phnom Penh (Head office), Kompong Speu Province (Social and Mental Health Service Center)
- **Sites Visited**: Social and Mental Health Service Center in Kompong Speu Province and others
- **Period of Cooperation**: 11 December 1998-10 December 2001
- **Project Purpose**: To support socially disadvantaged people with psychological disorders in order to enable them to participate in productive and social activities as members of society.
- **Project Activities**: Training of social workers and staff
Assistance for local activities of community volunteers
Counseling services for the socially disadvantaged
Training of staff of Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation and Ministry of Public Health
- **Number of Staff** : 38 (including 9 social workers of Kompong Speu Province)

b) Impressions and Considerations

i) Background of initiation of cooperation

The people of Cambodia have always lived with war. They have been involved in civil war since the Viet Nam War in the 1960s. Nearly 170 million people were the victims of massacre, starvation and diseases during the four years of Pol Pot regime between 1975 and 1979. Afterwards, the civil war came to the fore again and did not completely end until the death of Pol Pot in the Northern Jungle of Cambodia after the conclusion of the Paris peace accords in 1991.

During this period, a large number of people were injured by the hundreds of thousands of land mines buried in the areas close to the borders of neighboring countries. Of course, the people who survived such cruelties of civil war suffered from serious physical and psychological trauma. Helping those traumatized people became the pillar of the post-war assistance as the trauma was widespread ²⁾.

Support services by the international community for those injured by land mines began. However, little attention was given to the psychologically traumatized, who continued to be plagued by anxiety disorders and sleeping problems due to the abominable wounds of the past. Doctors were not trained to give appropriate treatment. In order to deal with this situation,

Cambodia Social Services (SSC) began their activities in the early 1990s¹⁾.

In December 1998, SSC and JICA signed on an agreement for the implementation of the Community Empowerment Program, and it was promised that the three-year cooperation would be implemented during four fiscal years until November 2001. It was the first time for the JICA Cambodia office to support local NGOs.

ii) Remarks made by experts

The pillar of support activities for NGOs under the Community Empowerment Program was the Dispatch of Experts from Japan. From the beginning of the project, two experts and one research team were sent to Cambodia.

Kunio Iwata, an expert on management of social welfare programs, was dispatched as a short-term expert from January 27 to March 26 1999. Iwata made two important comments on this project in his report to JICA.

One comment was regarding the activities of SSC. While he commented that their activities had progressed well, he recommended that SSC should introduce group care (guidance for group counseling) which treats patients as part of a group instead of conducting individual counseling for each household which has problems. For instance, he mentioned that organizing meetings for alcoholics would be effective for them to gain self-awareness through discussions.

Another remark made by Iwata ³⁾ was the problem of the low priority of social welfare among the policies of the government of Cambodia and the weak functioning of government offices. The Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation, which was inaugurated in December 1998, had a minuscule budget and the staff was interested only in earning additional income from daily allowances received from attending projects and seminars of NGOs and United Nations organizations. In the report, Iwata acutely pointed out that it would be difficult to quickly improve the entire welfare policy situation, and then recommended that it would be more effective to start with supporting specific policy areas that would be able to conduct activities with limited material and human resources. Supporting measures such as dispatch of experienced personnel would be more logical than developing

1) Beneficiaries of the projects

2) Kazuo, TAKAHASHI ed. (2000) Kokusaikaihatu no kadai 2000, FASID, p.32

3) Kunio, IWAMA (1999,4.12) Final Report to JICA

programs that would require large financial and human resources, such as construction of large-scale buildings.

The expert dispatched in December 1999 after Iwama was Yoshimasa TEBAYASHI, a psychotherapist who was well-known as an advanced expert of mental health care in Japan.

Tebayashi pointed out some issues of the situation of health care in Cambodia in order to improve the standard of mental health care in the country, and recommended that JICA continue its support activities. Some of the issues highlighted and suggestions made by Tebayashi are as follows: ⁴⁾

- a) Group care (guidance for group counseling) was one of the techniques of psychotherapy but not a skill that could be transferred in three months. It was necessary to understand the situation and the level of understanding of trainees of group work to deal with Cambodia's history of war and poor educational opportunities.
- b) British experts who were in charge of training social workers in SSC were too busy and there was much work left as well. The participatory method, whereby projects are managed based on the feedback from social workers themselves, was also not incorporated.
- c) It was necessary to give advice and guidance to the Mental Health Daycare Center of Phnom Penh, the sole daycare center of its type in Cambodia.
- d) It is important to formulate new projects with a view of the situation of Cambodia as a whole.

The issues that Tebayashi pointed out were those that must be tackled in the long run. It would be difficult to deal with these issues only through the dispatch of short-term experts under the Community Empowerment Program, therefore the dispatch of individual long-term experts also would be necessary. The decision of whether or not to proceed with this route should be considered with respect to JICA's cooperation priorities towards Cambodia.

iii) Activities covered by project

Besides the issue related to the quality of mental medical care, it should be recognized that this SSC project was not only addressing the prime purpose of providing medical care for physically and psychologically traumatized people responding to the issues of poverty and lack of medical care in rural Cambodia, but was also targeting a large group of socially disadvantaged people who had been alienated in rural areas due to poverty.

In July 1999, eight months after the beginning of cooperation, a monitoring team including Mitsuo ISHIZAKI, a professor in the Department



Social Worker of SSC who visited a village

of International Cooperation, Shumei University, was sent to Cambodia. According to their report, half of the activities of community volunteers trained by SSC after 1993 were focused on the issues of psychological and physical health and the other half was related to rural development. The report said that those who were directly injured at the time of Pol Pot were only a minority of the people with psychological traumas and, thus, the problem would not be resolved merely by a medical approach. The team also expressed their strong impression of the need of cooperation for economic and social development of rural areas. In respect of the foregoing, social workers were found to have asked state authorities to take charge of the supervisory work of road construction and played the role of welfare commissioner for alleviating poverty. SSC was also highly evaluated to have introduced NGOs working for rural development to the people ⁵⁾.

We had the same impression as Mr. Ishizaki. The issue of separating the activities of medical treatment and social work needed to be flexibly dealt with in response to the progress of local development.

2) Promotion of Women's Reproductive Health and Participation in Economic Activities

a) Overview of Project 1

- **Implementing NGO:** Australian People for Health, Education and Development Abroad (APHEDA)
- **Project Site:**
Women's Development Center in Kompong Shen District, Kompong Cham Province
- **Site Visited:**
Women's Development Center in Kompong Shen District, Kompong Cham Province
- **Period of Cooperation:**
10 December 1998-9 December 2001
- **Project Purpose:**

Improvement of women's reproductive health
Promotion of economic participation

• **Project Activities:**

Improvement of knowledge of birth spacing and prevention of HIV/AIDS
Improvement of literacy rate
Development of community volunteers in villages
Gender seminars for rural women
Seminars for female workers

b) **Overview of Project 2**

- **Implementing NGO:** Khmer Women Voice Center (KWVC)
- **Project Sites:** Phnom Penh (Head office), Kompong Cham Province and other areas
- **Head of NGO:** Ms. Koy Veth
- **Sites Visited:** Schools and villages in Kompong Cham Province
- **Period of project:** 10 December 1998-9 December 2001
- **Project Purpose:** Increase women's participation in the process of decision making in communities
Improvement of productivity and security of workers
- **Project Activities:** Gender education at schools
Seminars for female workers

c) **Impressions and Considerations**

i) Women's Center

When we visited the Women's Development Center near the Kompong Cham provincial government buildings, the leaders training for women was in progress.

Women in their 30s and 40s, who came from all over the province, were sitting on the floor around a female APHEDA staff listening to her lecture. After the lecture on women's role in rural development, they had a lesson on how to use a condom by using a wooden miniature.

Hand luggage and mattresses were found in the rooms nearby the training room. We also saw women cutting vegetables and preparing a meal outside near the well. It was found that the trainees were staying overnight at the Center.

The Women's Development Center was a one-story building just slightly larger than a normal school classroom. The funds for construction were disbursed under the Community Empowerment Program through APHEDA. The building had a front yard with beautiful flowers. Mr. Leng Sokka, Director of Economic Development Office Department of Women's and Veterans' Affairs (hereinafter referred to as DWVA) mentioned "We are grateful and honored that the Center was built. It is very convenient that the center is accessible



A staff member of APHEDA who provided instruction in birth control

and also close to the building of DWVA."

ii) The relationship between the Central and Local Government of Cambodia under Community Empowerment Program

One of the difficulties faced by the Community Empowerment Program was how to manage the relationship among local NGOs, JICA and the relevant ministries and agencies of central government and relevant departments of local government. Problems would not exist if the relevant governmental organizations played only an administrative role, but in fact they often tried to impose their distinct interests on the project activities.

The Ministry of Women's and Veterans' Affairs (hereinafter referred to as MWVA) and the DWVA of Kompong Speu Province provide a typical example of the form of interference.

The MWVA was one of the weakest among the ministries of the Cambodian government along with the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation. It was only a department until it was promoted to the status of ministry to take charge of all women's issues in 1997. Since November 1998, they had been engaging in the payment of pensions to war widows and disabled veterans. They mentioned that 80 percent of the ministry budget was used for personnel expenses and the payment of pensions.

Although the The MWVA was part of the central government and DWVA of Kompong Speu Province was part of the provincial government, the two institutions had a close relationship in terms of exchange of personnel and financial resources. Therefore, the Agency of Women was

4) Yoshimasa Tebayashi, (2000) Interim report to JICA

5) Mitsuo Ishizaki et al. (1999) Report on monitoring mission (Viet Nam-Cambodia) submitted to JICA office (1999)

not as hard-pressed as other organizations in Phnom Penh. According to Mr. Leng Sokka, the Department of Women's and Veterans' Affairs often engaged in the work of international organizations and governments of foreign countries. If international organizations and foreign aid donors increase direct assistance to the provincial governments, the provincial government which is close to the project sites would have better access to financial assistance than the central government.

However, financial support to the Agency from the central government had been very small. The reality was that the 36 staff of the Agency of Women (26 of whom were women) would not be able to carry out their activities without financial assistance from overseas.

While the offices of the MWVA at central and provincial level were facing a shortage of financial resources, competition for limited funding was also becoming more serious. According to Mamoru Endo, a local consultant, concerned parties of the MWVA often mentioned that they were in favor of strengthening partnerships with NGOs. Then Endo pointed out that this seemed to be the Ministry's way to try to enclose NGOs within their territory, and NGOs recognized this commitment towards the Ministry as shackles for the legs, which negatively affected the progress of the project. Therefore, he said that the involvement of the central government should be limited as much as possible ⁶⁾.

Fundamentally thinking, one cannot avoid considering the question of why the involvement of the central government is necessary in supporting NGOs. However, regarding this project, all the project programs were assumed to be run not only by APHEDA themselves but also with the cooperation of the central government. In such



Income generation seminar held by LML

cases, it is normal that NGOs form partnerships with local government offices, which are closer to the project sites.

As a result, the necessity for partnership with the central government would be undermined. However, it is not desirable that the central government and the provincial governments become antagonistic in a small country such as Cambodia. The local JICA office and experts faced the issue of how to coordinate the project with The MWVA and then to strengthen and support their roles.

(2) Indonesia

1) Empowerment of the Poor in South Sulawesi to Support Poverty Alleviation

a) Overview of Project

- **Implementing NGO:** Environmental Partner Institute(LML)
- **Head of NGO:** Mr. Asmin Amin
- **Project Sites:** Five districts (Pangkep, Takalar, Jeneponto, Gowa and Bantaeng) of South Sulawesi Province (33 people's organizations)
- **Sites Visited:** Takalar District and Jeneponto District among the districts above
- **Project Purpose:** To understand and ensure the basic needs of poor farmers and small-scale fisher people
To formulate an income generation program through improving productivity
To formulate people's organizations
- **Project Activities:** Distribution of daily essentials
Establishment of consumer cooperative and assistance for the activities
Trainings for the formulation of organizations by field officers
- **Period of Project:** 1 February 1999-30 January 2002

b) Impressions and Considerations

i) High morale of the NGO

Sulawesi Island is one of the least developed areas in Indonesia and the southern area at the end of the island, south of Makassar (old name for Ujung Pandang) and the capital city of South Sulawesi Province, is known as one of the poorest areas on Sulawesi island due to low rainfall and low soil fertility.

The evaluation study team spent two days visiting various activity sites with the members of LML. The first positive impression regarding the project was the high morale of the LML staff. When they were teaching bookkeeping skills to around 30 women at one in village, Takalar district, the staff also politely taught the basic

concept of bookkeeping and balancing methods using notebooks and blackboard. Mr. Mohammed (29), one of the lecturers who was originally from a nearby village and graduated from an Islamic university, smiled and said that he might have become a businessman if he had money, but then he became keen to help underprivileged people better their lives. Although the low employment rate of university graduates might be part of the reason he's involved in this sort of work, this type of attitude is part of Muslim teaching, which recognizes the value to devote one's life to helping other people. It was therefore understandable when Ms. Nishida, a JICA expert, indicated that some people believed that the work in communities was their divine vocation.

LML was an ecological organization that had various achievements in the field of prevention of marine pollution. After the economic crisis in 1997, they carried out impact assessment studies in local communities with the Project to Strengthen Sulawesi Rural Community Development in Support of Poverty Alleviation Programms, implemented as Project-type Technical Cooperation, and acquired experience in community development.

ii) Full participation of community people

The second good impression was that there was a strong interest and sense of responsibility to organize among community people themselves.

The project covered broad areas and supported the activities of 33 people's cooperatives. The strong will of community people themselves was essential in order to achieve so-called participatory development.

The evaluation team visited three villages.

Every time the team arrived in the villages, huge numbers of villagers full of curiosity gathered in meeting huts and open spaces. We were slightly confounded to see that women who

were considered to be the leaders of people's organizations that were formed by the poorest in the community stood up and reported the number of cooperative members, the amount of funds, application of funds, and balance of payment in front of the evaluation team. It was impressive to see village meetings that were organized by community members and there was also an impression that those community people have considerable experience in formulating and managing community organizations under the village organization policy promoted by the Sukarno and Suharto regimes.

iii) Methods and issues of participatory development

There were some issues to be discussed concerning methods of implementing projects. First, the direction and focus of activities of people's organizations needs to be considered. Particularly, a discussion on funds management for each cooperative seems to be necessary.

Funds have accumulated through the sales of daily necessities called SEMBAKO which LML sold to the poorest community groups at very low prices at the time of the economic crises. Although details regarding the application for funds were not revealed during this study, it was recognized that the funds could be applied towards meeting broad community needs including the areas of education, medical care and income generation. No cases were found where the funds were applied only to income generation activities.

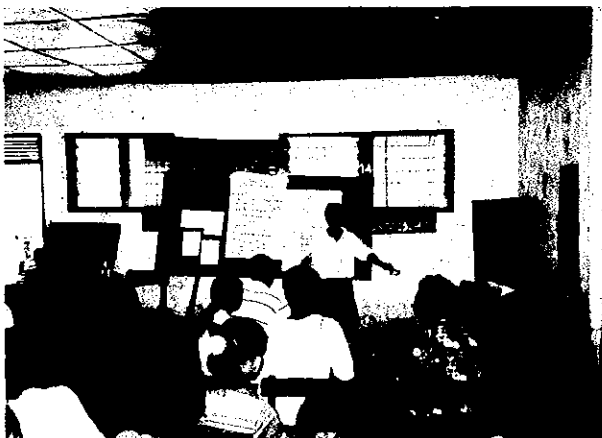
The issue of how to develop people's organizations and to familiarize them with the operation of funds is essential to address when attempting to promote community development through supporting local NGOs.

However, according to the traditional interpretation of the Law concerning the Japan International Cooperation Agency, which JICA is established on and its activities are based on, financing or funding a particular organization is outside its mandate. At the same time, other donors have been actively engaged in micro credit programs. Extensive discussion and research might be necessary.

2) The Project of Subsidized Food and Health Services Provision for Beak (Rikshaw) Drivers and Their Families

a) Overview of Project

• **Implementing NGO:** Indonesia Planned Parenthood



Rural Development seminar held by LML

⁶⁾ Endo, Mamoru (a local consultant), Final report on PCM workshop of the project for improvement of reproductive health P5 (1999.6.25)

Federation (PKBI)

- **Project Sites:** Makassar City, South Sulawesi Province
- **Sites Visited:** Same as above
- **Purpose of Project:** To improve the nutritional status of BECHA (rickshaw) drivers and their families and provide them with basic medical services.
- **Project Activities:** Bargain sale of supplementary food
Medical care at clinics
- **Period of Project:** 10 March 1999-9 March 2000

b) Impressions and Considerations

When implementing support activities for groups of people affected by economic crisis, it is essential to act quickly under general programs of technical and financial cooperation. In this regard, the community empowerment program is well placed in that it is easy to implement projects soon after decisions are made.

However, one has to be careful not to foster a dependent mentality among project beneficiaries after selecting a particular local NGO. Thus, it is a general rule of emergency humanitarian relief to stop assistance soon after circumventing the crisis. If the program is to continue after circumvention, it would be important to reestablish new goals for income generation. The success of the program depends on the competence of the NGO and appropriateness of JICA's assistance.

Mr. Abdurrahman of PKBI mentioned that when some families complained that they could not buy SEMBAKO at a bargain rate, they explained that only destitute families were selected based on valid criteria. He also said that the project empowered BECHA families through the opportunity of income generation when the immediate effects of the economic crisis were over, and then they considered the promotion of handicrafts for housewives.



SEMBAKO (necessaries like rice, flour, etc. are put in this bag and sold at a low price)

3) The Project for Community Empowerment in Primary Health Care in the Remote Archipelago Area in South Sulawesi Province

a) Overview of Project

- **Implementing NGO:** The Research Institute of the Rural Seacoast Area and the Community (LP3M)
- **Project Sites:** 12 remote islands off the coast of Makasar city, South Sulawesi Province
- **Sites Visited:** Three remote islands among above sites
- **Contract of Project:** November 1998
- **Project Purpose:** Improvement of basic medical services to the residents of remote islands
Enhancement of knowledge and motivation towards promotion of health
- **Project Activities:** Establishment of 49 medical clinics
Distribution of 50 types of medical supplies
Circuit dispatch of eight doctors and 12 public health nurses
Development and dispatch of 12 community volunteers (field officers)
- **Period of Project:** 1 December 1998-30 November 2001

b) Impressions and Considerations

- i) The role of NGOs as a bridge between community people and JICA

It is of utmost importance to have direct communication with community people in order to implement activities at the community level. Indonesia is home to many ethnic groups that speak different languages which presents a challenge to community development.

In particular, the South Sulawesi Province, where Community Empowerment Programs were carried out, is an area with many different ethnic groups living together and speaking a variety of local languages.

Although the number of personnel fluent in the Indonesian language has been increasing, many JICA experts and JOCV who worked in these areas were hindered by language barriers. In this sense, the entry of local NGOs made communication possible with local people.

Also, through NGOs, cooperation would be able to reach the remote islands as well as highly dangerous areas where ethnic conflicts were going on. In this context, there is no doubt that projects supporting NGOs would be meaningful.

- ii) Issues: Partnership between Community Empowerment Program and other programs of JICA

The major issue was how to promote the

partnership between the Community Empowerment Program and other programs of JICA.

One of the reasons that these remote islands were selected as project sites of the Community Empowerment Program was that the "Technical Cooperation Project for Improvement of District Health Services in South Sulawesi" was carried out under Project-type Technical Cooperation in the same area. The approval of a cooperation program concerning poverty reduction and rural development was also due to the existence of technical cooperation in this area.

There were some similarities among projects and it was also thought desirable that a partnership among NGOs, developing country governments and JICA would be promoted through incorporating the Community Empowerment Program as a model project into Project-type Technical Cooperation. However, in fact, the experts working under the technical cooperation scheme were more likely to spend their energy mainly on accomplishing their own project purposes and could not always afford to engage in projects to support NGOs. There was also another reality that residing experts would rotate when their term terminated. Although this evaluation studied the partnership situation of two projects under the community empowerment program and Project-type Technical Cooperation, for better or for worse, there was no strong impression that the coordination of these projects became closer.

One of the reasons was that it was the experts and local staff of the JICA Indonesia office who had daily contact with local NGOs. Therefore, in fact, the success of the Community Empowerment Program depended on the communication between local NGOs and the local JICA office.

However, this is an interesting contrast with the situation in Cambodia where Individual Experts increased their involvement in NGO assistance projects based on their own judgment. From this, it is proved that those experts dispatched from governmental offices could learn a lot from projects supporting NGOs. The success of short-term experts from Tokyo largely depended on the long succession of activities by long-term experts at project sites. It would be difficult to generalize who, the local experts, short-term experts from Tokyo or experts of Project-type Technical Cooperation, should be in charge of supporting NGOs, and the situation would vary in different countries and regions.

However, each expert should avoid getting involved with NGOs in an ambiguous way. A clear

direction must be followed after the JICA local office understands the situation.

6. The Situation of the NGO Sector and Supportive Measures

(1) Cambodia

1) Situation of NGO sector

It would be appropriate to call Cambodia a country with major NGO power. More than 300 NGOs are active not only in the field of development, such as education, environmental conservation, medical care and population, but also in broad areas of peace building, human rights and support to legal systems. Many of them are international NGOs, with origins in foreign countries. There has been no precise statistics on the scale of funding foreign aid through NGOs, and different views are held. The Japanese embassy recognized that one third of Japan's foreign aid was directed through NGOs. Mr. Chhing Yanara, a deputy director-general of the secretariat of Cambodia Development Committee (CDC) presented his understanding that NGOs receive about 15 percent of foreign funds including the funds delivered directly to NGOs.

The government of Cambodia consistently recognized the role of NGOs in development. Mr. Chhing Yanara also mentioned that they were willing to make use of every opportunity in order to put reconstruction activities on track and also appreciate the aid through NGOs aside from that which is bilateral.

Although local NGOs which were founded and led by Cambodian people have been increasing recently, in fact, they depend on foreign donors for their financial resources. However, in recent years, some ministers have come from NGOs, such as H. E. Mu Sochua, the Minister for Women's and Veterans' Affairs. She established the first women's NGO named "Khemara" in Cambodia in the 1990s and successfully carried out vocational training for women, micro-credit in rural areas and the sale of handicrafts.

Japanese NGOs also engaged in livelihood activities in local areas. Relief activities for refugees were first delivered at the border of Thailand and Cambodia and many NGOs extended their activities from the base in Cambodia through engaging in rural development and educational assistance in other developing countries. There were at least 12 Japan-based organizations that had permanent offices in local areas and have carried out activities using their own liaison system. It was also recognized that there had been dozens of NGOs that did not have a resident officer but supplied support services from Japan.

The government of Cambodia introduced the NGO

registry system and required NGOs to provide a report every three months. On the NGO side, umbrella organizations, such as the Cambodia Cooperation Committee (CCC) and NGO Forum, worked on coordinating the opinions among NGOs and played roles as contact points for discussions with the government

2) Japan's Policy to Support NGOs

Both the public and private sectors in Japan had been seeking ways to support Cambodian NGOs and to strengthen the partnership. First of all, almost 150 million yen was invested through the grassroots grant aid program through the Japanese embassy over 25 years. The sum total of the projects reached 150. By field of assistance, characteristically, the major projects were the construction of schools in the field of education and of these projects, 60 percent were carried out by Japanese NGOs. This was due to the background that 1) grass-root grant aid program could promptly respond to individual requests for school construction, 2) Japanese NGOs had strong motivation for school construction, and 3) the activities of the Ministry of Education in terms of overall planning and method of implementation of school construction were slow. In addition, other areas of agriculture, social welfare and human resource development were supported. The Japanese embassy promoted the establishment of a monitoring system through the follow-up research of some projects which some Japanese construction companies were requested to carry out.

(2) Indonesia

1) Situation of NGO sector

More local NGOs were found in Indonesia than in Cambodia. However, many foundations and NGOs which worked under the Suharto regime tended to show paternalistic attitudes towards the public similar to politicians, and those organizations were often used for securing political interests.

It was only after the 1990s that NGOs started to keep their distance from the government, and the assistance of European and American donors contributed to develop such an attitude. After the economic crisis in 1997, NGOs were recognized as having played a major role in social safety network projects, which supported socially disadvantaged people, and extended the scale of their activities.

It is difficult to generalize who, the resident experts, short-term experts from Tokyo or experts of Project-type Technical Cooperation, should take charge of the support for NGOs because this would depend on the situation in various countries and regions.

NGOs are called LSMs (Lembaga Suwadaya Masuyaraka: social and people's autonomous

organization) in Indonesia.

2) Policies of Developed Countries and International Organizations Concerning the Support of NGOs

Government control of international NGOs had been strict; therefore, those international organizations were basically prohibited from carrying out activities that directly supported community people, and so it was difficult for them to carry out projects without forming a partnership with local NGOs. As a consequence, advanced European countries and the United States adopted a policy to promote the development of local NGOs and the partnership between them.

Methods of assistance fall into two types: direct support of local NGOs and support activities carried out through intermediary organizations and network NGOs. Australia, England and New Zealand emphasize the former and the United States, Canada and Sweden support the latter. All of these countries were actively engaged in assistance activities during the economic crisis that started in 1997.

The United Nations Development Programme (UNDP) established the framework and the foundation for the Community Rehabilitation Program in order to generate income as well as to relieve poor groups in rural and urban areas and to support NGOs working at the community level with the financial assistance of England and New Zealand.

3) Japan's Policy to Support NGOs

Needless to say, Indonesia has received the lion's share of Japan's ODA, with a special focus on loans to developing countries. In FY1998, 230.4 billion yen and 20.8 billion yen was spent on the loan program and grant aid program, respectively. In terms of the technical cooperation program, 2,522 trainees were received and 416 experts were dispatched.

However, until 1996 support for NGOs had been given only through the grassroots grant aid program of the Japanese Embassy, and it can be said that there had been no recognition of the roles of NGOs in the cooperation policy towards Indonesia. Japan first requested the cooperation of local NGOs for the management and distribution of rice relief with a Japanese NGO serving as the intermediary. Furthermore, some changes were made after the inauguration of the Wahid regime in order to maximize the use of the grass-roots grant aid program. For instance, medical clinics were established in West Timor where refugees of East Timor live, and humanitarian emergency relief activities were carried out in Ache State, where the separatist movements had been continuing.

Japanese NGOs had not directly carried out activities in Indonesia due to the strong control by the

Indonesian Government. However, for instance, OISCA⁷⁾ runs alumni associations in local areas and AMDA⁸⁾ has a record of some activity in partnership with local actors.

7. Recommendations to JICA

Some concrete measures were derived from the recommendations for the improvement of policies to support NGOs including the Community Empowerment Program and those are as follows.

(1) To delegate authority of JICA HQ to Overseas offices and to strengthen the basis of assistance system

This is obviously what most people who have worked in the front lines of development cooperation have been acutely aware of. Although other international donors had already started to delegate authority to their local offices in the mid-1990s, Japan lagged behind this current.

(2) To enhance full-time staff for local NGOs in JICA Overseas offices

In the case of the Indonesia office, a JICA expert fluent in the Indonesian language was dispatched as a full-time project formulation adviser. Obvious advantages were seen as the relationship of mutual trust between local NGOs was established, opportunities to have contact with NGOs were increased, and the understanding of the local office towards the role of community empowerment program was greatly enhanced.

(3) To establish mutual trust through collect information on NGOs, and increasing regular contact and discussions

The Community Empowerment Program in Cambodia and Indonesia was launched in FY1998. Local NGOs gradually became familiar with the program as they saw the program performance for two years. The JICA Indonesia office has already received more than 50 proposals for new projects which would be launched after 2000. The program should be further promoted.

(4) To formulate smaller-scale and more detailed project

The priority for both the Cambodia and Indonesia projects was prompt implementation, and the scale grew larger than optimal since they were planned and approved hastily to meet urgent needs following the Asian economic crisis. Some advantages accrued to NGOs, however, in that they were able to receive large sums of money, which they spent on the construction of meeting huts and office buildings. However, this, in turn, might enhance their financial dependency on JICA and weaken

the sustainability of projects or organizations. It seems more desirable to continue small-scale financial support to many organizations for the sustainable development of the NGO sector as a whole.

(5) To increase the discretionary budget of JICA overseas offices in order to speed up the process of project approval

Although this aspect is not limited to NGO assistance programs, the changes would be facilitate assistance to NGOs, which would require a detailed action plan in order to improve project efficiency.

(6) To streamline the application process (reduce bureaucratic paperwork)

JICA local offices have spent a large amount of time and effort explaining the details of the Community Empowerment Program to host countries, as well as on the application process. This is partly a result of the vertical administrative system of the governments of developing countries.

In terms of JICA's technical cooperation, the Japanese government should, in advance, conclude a comprehensive technical assistance agreement with the governments of developing countries and make a framework of privilege, immunity and convenience which would be the prerequisites for the implementation of the cooperation in order to make the cooperation procedure more efficient.

Also, the paperwork of the grassroots grant aid program which the Japanese Embassies are in charge of implementing has been made simpler.

With these changes, agreements for technical assistance including the support for NGOs should also be promoted to meet a prerequisite to reduce the burden of paperwork for the Community Empowerment Program and NGO support program. Delegation of authority to JICA local offices would support this aim.

(7) To limit the role of JICA HQ as the coordinator and adviser of projects

The Japanese government must provide information on ODA policies to host countries and the JICA Headquarters must share their awareness of the issues with them. Also, JICA Headquarters should provide support and advice regarding project coordination and the

⁷⁾ OISCA: Japanese private aid organization founded in 1969 that aims at the promotion of programs which support industrial development in developing countries.

⁸⁾ AMDA: Japanese volunteer organization for international medical cooperation founded in 1984. It aims at medical assistance to people who are socially and economically disadvantaged due to war, natural disasters, poverty and so on and the improvement of their life.

Dispatch of Experts, as well as play a role in monitoring in order to prevent corruption. Prompt decision-making and action are required for the formulation and implementation of projects; however, it would be difficult to design more detailed projects at JICA headquarters since the local situation cannot be fully understood. If JICA headquarters continues to retain control, this might lead to the adverse effect of creating a dependent mentality of the overseas office on JICA headquarters. JICA headquarters should therefore remain in a ministrant position in order to strengthen the authority of heads of overseas offices.

(8) To establish forums in local areas that include intermediary organizations and network NGOs

- 1) Intermediary organizations should take charge of the implementation of projects suitable for local situations as well as the management and evaluation of funds

The United States, Canada and Sweden have documented many successes working through intermediary organizations, and thus the advantages of this approach have already been proved. The intermediary organizations were established under local offices, and they engaged in the management of projects carried out by local NGOs, and also supported human resource development and institution building. Intermediary organizations were often led by a team of NGOs from developed countries. This approach enabled detailed project management in the local context and reduced the burden on local donor offices. Therefore, local offices could focus efforts on the formulation of long-term policies.

- 2) Participation of Japanese NGOs and promising personnel of the host countries in intermediary organizations should be required.

JICA provided opportunities for mutual learning with NGOs and has been gradually strengthening the partnership with them. At the local level, regular



Mr. Wakisaka conducting an on-site interview

meetings between the Japanese embassy and Japanese NGOs were being held in Thailand, Cambodia and the Philippines. JICA should actively participate in these forums and promote the exchange of information and opinions.

- 3) Intermediary organizations provide a forum for exchanging information and communication between JICA and Japanese NGOs

Because Japanese NGOs often run small projects in remote places they are often "invisible". JICA is better known since its local offices are located in urban centers. JICA is accessible whereas the NGO offices are often difficult to reach. Therefore, if JICA established intermediary organizations representing both Japanese and local NGOs, communication with rural-based NGOs would be facilitated.

(9) To strengthen the partnership with the grassroots grant aid program and other measures that support NGOs and then promote integration in the long term.

As the NGO sector has gained attention recently, various subsidies and support systems for NGOs have been introduced. Despite this, NGOs find it difficult to access support due to the different criteria required and complicated application processes.

The major supportive measures and funds for NGOs which are well-known include The Subsidy for NGO Projects and Grassroots Grant Aid Program of the Ministry of Foreign Affairs; the Community Empowerment Program and Development Partnership Program with NGOs, and Local Governments and Institutes of JICA, which were introduced in 1996; the Postal Savings for International Voluntary Aid of the Ministry of Posts and Telecommunications; and the Japan Fund for Global Environment of the Japan Environment Corporation. In addition, there are many other programs of other governmental organizations, local authorities and private foundations. These support programs must be better integrated in the future.

(10) To involve experts, JOCV and senior volunteers in the programs to support NGOs with respect of NGOs' independency

- 1) To collect information of NGOs working in each activity area and region and have interactions with NGOs
- 2) To raise the participation of NGOs in programs

During the research in Cambodia, some experts visited the project sites of NGOs, rather than spend their days in the offices of the counterpart government. In exchanging their experience, they mentioned that they had new discoveries, which increased their understanding and motivation.

Visiting project sites will improve effectiveness in the long run. A unique characteristic of NGO projects compared with ODA was that persons concerned could more easily attain a sense of accomplishment because targeted areas and fields were more focused.

In this sense, it would be significant to promote cooperation and partnership with the projects of NGOs among relevant actors of ODA who were appointed by the Japanese government. Not only JOCVs and senior volunteers but also experts would be required to have such kind of interaction. Particularly, in Cambodia where the government might not function sufficiently, various actors could learn many lessons through these interactions.

However, one should be careful that local NGOs might become more mentality dependent as foreign actors strengthen their involvement, and then this might hinder the primary role of NGOs. Such a situation would also be true in the case of the governmental sector in Cambodia; it would be nonsense to shorten the arm of counterpart parties by intervening with good intentions. In recent years, many international organizations have been reducing the number of expatriate staff and have localized the positions at their offices and given a larger role to local NGOs. JICA should pay attention to the experience of these organizations.

(11) To enhance research on the methods of community development such as micro-credit

As mentioned above, research and discussions on various methods of community development had been actively carried out among donors and NGOs in developed countries. There are scores of practical themes, such as school construction through community participation, participatory evaluation, and of course micro-credit. Joint studies and research with NGOs should continue.

(12) To revise the concept and system concerning security

- 1) To enhance of conducting guidances on ways to avoid danger
- 2) To strengthen the system of gathering information in every region on a regular basis
- 3) To put a priority on judgement of local people when something happen.

It was realized through this evaluation study that there were very strict safety control systems in both Tokyo and local areas. It was considered to be necessary to make these systems more detailed in order to ensure the safety of relevant actors. However, these controls such as traveling to dangerous areas might hinder the formulation and implementation of

development projects. Particularly with regard to NGOs that work in the area of human security, humanitarian relief (food and medical) and de-mining, by nature their work must be carried out in such dangerous areas; therefore, JICA's policies regarding security should be revised.

(13) To reconsider the restructuring of organizational structure and allocation of personnel of JICA

As cooperation with Japanese NGOs as well as the support for local NGOs for promoting development cooperation at community level had started, a system for implementing more detailed cooperation became necessary for both headquarters and local offices of JICA. First, activities to support NGOs should be integrated with other JICA activities, and then tasks and the internal organization of JICA should be reformed and integrated.

Also, while the system to support NGOs, such as creating opportunities for exchanging views and joint learning and evaluation should be regularly reviewed at the same time, internal cross-sectional activities for awareness raising and learning would also be necessary for the enhancement of interaction with NGOs in every section of JICA's organization.

While paperwork for the NGO support should be cutback as much as possible, local staff would need to be increased as required.