

Capacity Development and JICA's Activities

- Cooperation for Promoting **Partner Country Ownership**

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The outcome of this study consists of three volumes. In addition to this paper, there are two other papers regarding *Capacity Development* and *Knowledge Acquisition*. Please refer to those in order to get the complete picture of this research project.

Introduction

This paper¹ is part of a study that aims to clarify the characteristics and effectiveness of Japanese technical cooperation (TC), and to share the findings with recipient countries, other members of the donor community, and the Japanese public. It is hoped that the study will facilitate and enhance their deeper understanding of Japan's TC. The study also hopes to make helpful contributions to the ongoing international discussion on reforming TC and knowledge-based aid.

In the 1990s, a series of reports were published which were highly critical about the effects of aid in general, and technical cooperation in particular, on the development of partner countries. These include “*DAC Principles for Effective Aid*” (OCED 1992), “*Rethinking Technical Cooperation: Reforms for Capacity Building in Africa*” (UNDP 1993) and “*Assessing Aid: What Works, What Doesn't, and Why*” (The World Bank 1998). Later research and country studies confirmed that many of their recommendations had not been implemented and many of the problems still remained. According to UNDP (2002a), TC is still frequently criticized for undermining local capacity, distorting priorities, choosing high-profile activities, fragmenting management, using expensive methods, ignoring local wishes, and fixating on targets. It is now widely accepted that technical cooperation has performed least favorably in institutional capacity building of developing countries.

In this context, this study project started at the end of 2000 in order to reexamine project type TC that has been a major target of the criticism, and to share with other countries the experience of Japanese technical cooperation. Focusing on JICA's technical cooperation, the study formulated a number of hypotheses on its characteristics and effectiveness with respect to capacity development, ownership and knowledge. The hypotheses were formulated in reference to a series of reports published in the 1990s by OECD/DAC, UNDP and the World Bank and, more markedly, the UNDP (2002a) report, the “*Capacity for Development: New Solutions to Old Problems*” in which UNDP proposes a new paradigm for capacity building. Then, consultants in 11 developing countries were asked to verify whether the proposed hypotheses could be confirmed by examining characteristics and consequences (*impacts*) of 31 selected JICA projects. Specific projects to be studied were pre-selected by JICA as best practices.

¹ The opinions in this paper do not necessarily reflect the views or policies of Japan International Cooperation Agency.

This paper is based on these case studies as well as additional studies made in Japan through the analysis of related documents and interviews with Japanese experts involved in the selected projects.

The objective of this paper is to examine Japan's technical cooperation, its characteristics and effectiveness through analyzing JICA's best practices. One of the major criticisms against technical cooperation (TC) in the form of project aid is that it tends to be donor driven, which undermines local ownership, commitment, and hence has negative effects on project sustainability. The rise of SWAPs and budgetary support can be regarded as a reaction of a growing dissatisfaction with traditional project-type technical cooperation. However, depending on the nature of outside intervention (or TC), local ownership may be either enhanced or diminished. In other words, local ownership can be enhanced even in the project-type TC if it is properly managed and if certain conditions external to the project are met. Based on case studies of JICA's best practices, this paper attempts to explain how TC projects can have positive effects on local ownership.

1. General Critiques of Technical Cooperation

1-1 Previous Debate over Reforming Technical Cooperation

A report published by UNDP (*Capacity for Development: New Solutions to Old Problems*, 2002) tackles the question of ownership as one of the three major issues for more effective aid for developing capacity in developing countries. The report claims that technical cooperation in the past was based on an assumption of equal partnership between donor and recipient (UNDP, 2002a, p10). Instead, the relationships have tended to be more asymmetric, discontinuous and distorted. Development institutions operate as bureaucracies of different size and complexity that exert power and domination (UNDP, 2002a, p10). This asymmetric relationship has led to, and has been reinforced by, the following phenomena.

Donor-driven nature of TC

Donors conceive, design and implement projects with too little input from recipients. As a consequence, recipients perceive little or no ownership in the projects. This is likely to have negative impact on the level of commitment of recipients, and thus on the sustainability of the projects.

Conditionality

Since structural adjustment programmes were introduced, the conditionality instrument has entered the sphere of macroeconomics. However, the imposition of pre-packaged conditionalities is in direct contradiction with the desire for more nationally-owned, indigenously-led processes (Lopes, P136). Experience of structural adjustment programmes shows that imposed programmes are rarely, if ever, successful.

TC as a free good

Since TC is typically a grant, rather than a loan, financed, recipients generally view it as a free good. This may have negative effects on the level of commitment and cost consciousness of the recipient government about TC projects. Furthermore, as a result of the perception of zero opportunity costs on the part of recipients, priority setting by recipients becomes pointless, which often leads to enormous resource misallocations.

Bypassing existing government system

TC comes from donors who have their own agendas and have a strong desire for measurable outputs within a limited time period. Since weak recipient management structures impede progress towards proximate project goals, donors often search, as a result, for ways to circumvent existing recipient management structures (e.g., establishment of Project Management Unit and excessive reliance on NGOs for project implementation), which can serve to undermine the institutional capacity the project was meant to reinforce.

Difficulty to establish mutual respect

The transfer of knowledge is usually taking place between foreign experts and their local counterparts. In order to attain their common objectives, it is essential to foster a feeling of mutual respect and commonness of purposes between them. However, there usually exists a psychological gap between them. A tendency of resentment toward foreign expatriates by local counterparts and disdain of expatriates towards counterparts creates a social and psychological environment in which mutual exchange of ideas and learning is made extremely difficult (Mkandawire, p159-160).

1-2 UNDP's Proposal for a New Model of Technical Cooperation

UNDP claims that the asymmetric donor-recipient relationship should be specifically addressed as a problem by taking countervailing measures (UNDP, 2002a, p20).

One of the effective countervailing measures is the formation of southern forums on development cooperation in order to strengthen the voice of recipient countries in debates about aid policy. Although there are forums for developed countries such as OECD/DAC, no such forum exists for developing countries to share their experiences, find common positions and develop aid guidelines with a southern perspective. Thus, southern forums on development cooperation could be an important platform for balancing the donor-recipient relationship.

Another way to tackle the asymmetric relationship is the establishment of innovative funding channels. According to UNDP, the most direct solution to the asymmetry problem in technical cooperation would be for the donors simply to support the national budgets of the recipients (UNDP, 2002a, p16). Budgetary support would allow governments to exercise ownership over those funds and determine what inputs, advice, training, etc. is suitable to national capacity-development needs (UNDP, 2002a, p16). It would also contribute to aligning incentives and allow an improvement of overall civil service conditions (UNDP, 2002a, p16). Donors can adopt a more targeted version of this in order to retain a degree of control by channeling resources through specific technical cooperation funds with a clear general purpose. As an extension of this, a group of donors could come together and pool funds that could be used in a similar way (UNDP, 2002a, p16). UNDP maintains that “--- the central principle would be that of modifying the link between donors and programmes so as to achieve real national ownership.” (UNDP, 2002a, p16) It also claims that “the pooling of resources, ideally as budget transfers, would dramatically simplify the aid relationship and would help resolve many other issues, including the obstacles created by vested interests.” (UNDP, 2002a, p16)

2. Innovative Approach in JICA’s Experience to Ownership

In sum, previous studies claim that the relationship between donors and the recipients is characterized as asymmetric in which donors conceive, design and implement projects with too little input from recipients. As a consequence, recipients perceive little or no ownership in the projects, which have negative impact on the level of commitment of recipients, and thus on the sustainability of the projects. However, the experience of JICA’s TC indicates that local ownership is not always diminished and sometimes can be enhanced even in the project-type TC depending on the nature of outside intervention (or TC) as well as domestic factors on the side of the recipients. In this section, the case studies of JICA’s best practices will demonstrate how local ownership can be enhanced in project-type TC.

2-1 For Supporting Self-help Efforts of Partner Countries

According to UNDP, one of the two major assumptions in the past is the belief that it is possible for donors to fundamentally control the process and yet consider the recipients to be equal partners. However, this is not the case in JICA's projects: Japan has not made the assumption that it is possible for donors to fundamentally control the development process in recipient countries. Rather, as a former recipient country of external assistance of ODA after World War II, the basic stance of Japanese TC is to support self-help efforts of developing countries. Japan believes that TC projects need to be based on the initiative and national development plan of the recipient country. A mechanism to ensure this is joint project formulation based on the recipient country's ownership. The second mechanism to support self-help efforts of partner countries is cost-sharing schemes between the governments of Japan and the recipient and between the recipient government and major stakeholders of the project.

Joint project formulation based on the recipient country's ownership

Joint project formulation based on the recipient country's request can enhance the ownership of the project by the recipient government and lead to more recipient-driven nature of technical cooperation. TC projects need to be based on the initiative and the development plan of the recipient country in order to enhance their local ownership. When the formulated TC project is an outcome of joint effort made by the recipient government and the donor, the project reflects the objectives and needs of the recipient, and the foundation for equal partnership between the donor and the recipient can be established. This is supported by many successful examples including the Improvement of Educational Achievement in Science, Technology and Mathematics (STM) in the Basic Education Project in Ghana (See example 1).

Example 1: Integration of project into initiative of recipient government: The Improvement of Educational Achievement in Science, Technology and Mathematics (STM) in Basic education Project in Ghana

Under a new education reform initiative in 1996 known as the Free Compulsory Universal Basic Education (FCUBE), Ghana outlined plans to improve the quality of Basic Education and invited its development partners to assist in achieving the goals of FCUBE. Ghana requested

Japan to assist through a technical cooperation project in improving the quality of teachers in science, technology and mathematics to effect positive change in learning at the upper primary and junior secondary school levels. In response to this request, the Government of Japan, JICA, conducted basic fact finding in October 1997 followed by a preliminary survey in November 1998, after which details of project area and activities were determined in consultation with Ghanaian senior education officials. In August 1999, a short-term study was conducted which indicated the need to focus on a teachers training programme within a Teachers Education Framework developed by the Government of Ghana. In October 1999, after an Operation Consultation Study had been conducted, the governments of Japan and Ghana signed an agreement on the five-year technical cooperation project in science, technology and mathematics in Basic Education. Thus the project was based on the educational development plan of the government of Ghana, and efforts were made to ensure that the project reflected the needs of the recipient country before the project was implemented

Cost sharing

Sharing of the project cost with the recipient country can enhance the recipient's ownership of the project. It is important, therefore, to request the recipient to share some cost of TC projects in order to promote strong commitment, *e.g.*, by requiring host governments to pay project related personnel cost and recurrent costs such as the case of King Mongkut's Institute of Technology Ladkrabang (KMITL) in Thailand (See example 1), or for the beneficiaries to bear part of the project cost in some way, either in kind, money or labor as in the case of Training Services Enhancement Project for Rural Life Improvement (TSEP-RLI) in the Philippine (See example 2). The donor can enhance the project ownership and cost consciousness of the recipient government and the beneficiaries through a cost-sharing mechanism in accordance with the capacity of the recipient. Moreover, when the beneficiaries of the project shoulder some cost of the project, one can expect activities of the project to become more sustainable since the beneficiaries can cover the cost even after the donor participation ends. For the project side, with this cost-sharing scheme, institutions implementing these projects are required to offer good quality of public services to beneficiaries when executing projects.

Example 2: Cost sharing among governments: Technical cooperation to the King Mongkut's Institute of Technology Ladkrabang (KMITL) in Thailand

In 1997, the technical cooperation for the establishment of the Research Center for

Communications and Information Technology (ReCCIT) was signed to strengthen the research capability and graduate programs in the fields of communications and information technology and related fields from 1997-2002.

In this project, JICA provided financial support for laboratory equipment. KMITL would support building offices and expenditure on utilities, maintenance and allowances for lecturers and staff of the Thai side. Consequently, the participation and ownership of the Thai side tended to increase because they realized how much the financial support from JICA for expensive equipment was. Moreover, responsibility to maintain or replace equipment would enhance the cost consciousness and ownership of the Thai side.

Example 3: Cost sharing among stakeholders: Training Services Enhancement Project for Rural Life Improvement (TSEP-RLI) in the Philippines

In order to make it sustainable, the Project focused on making sure the local community understood the need to share costs while limiting the finances from JICA. Thus, most people's organizations (Pos) provided their cost shares in the form of labor to establish a sense of ownership. Once cost is shared by the beneficiary groups as well as by the local government units (LGUs), their ownership of the project is strengthened as they have their own investment in the Project. For example, the Gosoon Project in Butuan had this initial cost sharing arrangement (1999-2000) by percentage share: JICA-32%; Agricultural Training Institute (ATI)-39%; Bureau of Fisheries and Aquatic Resources (BFAR)-8%; and LGU-21%. This breakdown analysis does not include the labor contribution of the Gosoon Fishermen Association and the Provincial Agriculturist Office. Such cost sharing schemes established co-ownership of the project shareholders.

2-2 For Making Decisions Fit Local Needs

Examples of successful projects in the past have shown that one of the factors for success is that Japanese experts made efforts to make sure decisions at all stage of projects reflect local needs in successful projects. A major approach taken by Japanese experts is a participatory decision-making process based on consensus building among all key stakeholders of the project. If decisions are based on consensus among stakeholders, this can act to maintain or enhance their commitment, thereby facilitating the implementation of the project. Some of the mechanisms used to ensure the consensus building process are to conduct extensive surveys with local counterparts to acquire data on the actual local situation and needs, create

steering committees to involve key major stakeholders and to hold regular consultation meetings at every stage of the project. In addition, another aspect of successful projects has been that experts do not impose their views on the local participants. On the contrary, they take the input of respective stakeholders fully into account in the planning and implementation of the project. In other words, they step back and allow space for the participants to take initiative in carrying out the TC.

Participatory decision-making process through consensus building among stakeholders

Participatory decision-making process through consensus building among stakeholders can enhance the ownership of the project by the stakeholders. Technical cooperation has been criticized for its donor driven nature. However, participatory decision-making process through consensus building can make it possible to reflect stakeholders' views and needs on the project and thus promote their commitment, which may diminish the level of the donor-driven nature of the project.

Example 4: Regular consultation meetings in the Cebu Socio-Economic Empowerment and Development (CEBU SEED) Project in the Philippines

Regular consultation meetings in key stages of the project facilitated consensus among experts and counterparts on the Project's directions, priorities and critical next steps. Because of this, not only was the project able to respond to true local needs, it was able to give careful consideration of the partner's state of readiness for change. Furthermore, local nuances of the physical, cultural and political environment were appreciated and considered in the planning. This brings to fore the advantage of a flexible, process-centered approach that allows dynamic involvement rather than just immediate outcomes. Counterparts perceive an equal relationship with JICA experts. Because they feel that they are considered more as co-leaders and not just minor participants by the experts, higher commitment from the counterparts emerges. This was possible because the experts sent by JICA were culturally sensitive to their counterparts, and did not impose their view and shared the same "action-in-the-field" orientation.

2-3 For Integrating TC Projects into Existing Public and Local Institutions

Use of existing public institutions

Since Japan emphasizes the critical role of the governments in the development process, direct beneficiaries of most of JICA's TC are the existing public institutions in developing countries. It is expected that by utilizing existing public institutions, the projects can consolidate the institutional foundation within the existing administrative structure. It is a policy of JICA that project management units should not be basically created in TC projects if they separate the project administratively from the existing institutions. The establishment of project management units (PMU) composed of capable staff with high pay tends to bypass existing administrative systems in implementing projects and causes disincentives in the staff of other government organizations. As a result, it is not likely to contribute to the strengthening of the existing total local capacity. Working with existing public institutions, on the other hand, can provide them with an enabling environment to strengthen their foundations by putting the project into action, which is likely to enhance public institutions' ownership of the project (See Example 5)

Example 5: Use of existing institutions in decentralized public structures in the National Tuberculosis Program (NTP) in the Philippines

NTP operates and supports the public health institutions' decentralized efforts by working with existing administrative structures to enhance each public institution's long-term foundation. In the Philippines, LGUs, Districts and Provinces (having administrative and implementing roles in the decentralization of public health delivery), manage and supervise all physical facilities and offices such as barangay health stations, rural and city health units, district hospitals, hospital services and the provincial health office (PHO). However, rapid decentralization created disorder in terms of roles and responsibilities of respective institutions, and made realization of the national health policy difficult in the field. The NTP operates within this context, respecting local ownership by giving authority to each level of responsibility within the public institution.

Thus, the Department of Health (DOH) central prepares policies for NTP implementation, while its regional office, the Center for Health Development (CHD), oversees NTP supervision through a CHD Coordinator. The CHD also distributes centrally procured anti-TB drugs and conducts in-service NTP trainings when needed. The PHO level has direct NTP managerial control (including maintaining quality assurance standards) in the provincial and district hospitals they maintain. The primary health institutions (City or Rural Health units and barangay health

stations) provide both diagnosis and NTP treatment. These primary health stations are the front line NTP service providers. In this way, NTP established a system to deal with tuberculosis on the basis of existing administrative structures in the country.

In addition, under decentralization, it is crucial that local governments play a central role in the operation of NTP. To this end, the project also supported local governments with the formulation of their own plans which are consistent with national health policies and programs. As a result, the project ensured and enhanced ownership of relevant institutions in NTP by strengthening cooperative relationships among the institutions and by facilitating their self-effort activities to promote NTP under a decentralized structure.

Efforts to reorient the attitude of government officials

The use of existing public institutions as major counterpart agencies work only if those institutions are responsive to the needs of major stakeholders including beneficiaries. This is not always the case. Especially in projects for poverty alleviation, it is crucial to reorient the government officials to respect the views, knowledge, and the needs of the poor. One of the innovative approaches taken by Japanese experts to change officials' attitudes is not to teach but to expose them to real situations by taking them to project site areas. In the Cebu Socio-Economic Empowerment and Development (CEBU SEED), municipal workers were eager about the project from the start because of their close relationship with the community. In contrast, the counterparts of JICA experts from the provincial government rarely made travels to rural villages, and shifting this frame of mind was the toughest task of the project. However, by witnessing the eagerness of the local communities with JICA experts, the attitudes of the counterparts have dramatically improved.

Efforts to establish network between public institutions and other existing NGOs and private organizations

A focus of TC only on counterpart agencies is not effective in promoting sector-wide and societal impact as well as sustainability of a project. Major counterpart agencies need to establish a mechanism for collaboration and multi-sectoral participation of all major stakeholders. In projects such as CEBU SEED and Training Services Enhancement Project for Rural Life Improvement (TSEP-RLI), counterpart agencies are now able to respond earlier and more comprehensively to local needs by designing interventions in collaboration with the local governments and with active participation of people's organizations and NGOs

as well. One of the major reasons why the reproductive health project in Vietnam has been so successful is its establishment of a mechanism for People's Committee and Women's Union participation in the project.

Example 6: Establishment of project steering committees at all Level in the Reproductive Health Project in Vietnam

It is effective to utilize existing public institutions in the recipient country to implement TC projects because this way the projects can consolidate the institutional foundation within the existing administrative structure, allowing projects to become more sustainable. A mechanism used by this project is the establishment of a Project Steering Committee (PSC) at provincial, district and at commune levels by using existing organizations such as People's Committees (PCs), Health Service, Family Planning Service, Women's Union (WU) and Health Center. This enhanced the ownership of the project on the recipient side by attracting broad participation of other organizations to Health Care in general and Reproductive Health Care in particular, and by receiving much support and contribution from People's Committee and WU. PCs provide favorable policy and conditions for health activities. Issues on women's health care and reproductive health are strengthened by WU operating activities since it has effective networks in local communities.

Concrete evidence of a strong sense of local ownership of the project include:

- The Nghe An People's Committee provided counterpart budget to build a new quarter for the project office, training room, delivery room, etc. at the MCH/FP Center, the major counterpart organization.
- The members of PC have participated in workshops conducted by JICA to improve their management skills and to understand the project's activities
- The Health Service also allocated a counterpart budget for training
- The People's Committees at the district and commune level were motivated to contribute additional funds and the labor costs for the construction/renovation of hygienic facilities at community health centers (CHCs). They have realized the contribution is their responsibility.
- Although no monetary incentive was offered, the members of the Steering Committee at all levels are very co-operative and happy that they have been involved.
- The doctors, midwives, assistant-doctors, the members of the mobile team of the district health centers (DHCs), the members of Women's Union are willing to work hard whenever the project requested.

2-4 For Establishing Partnership Based on Mutual Respect

Emphasis on capacity development through working together to develop mutual respect between the experts and their counterparts can enhance the ownership of the project on the part of the recipient. Through mutual understanding deepened by joint work on project execution, mutual respect can be developed between the expatriate experts and their counterparts. Mutual respect is important because mutual respect and commonness of purpose is essential to the attainment of what are putatively common objectives. “Psychological distance” between expatriates and their local counterparts tends to make mutual exchange of ideas and learning extremely difficult. It is usually pointed out that such distance, or resentment on the part of local counterparts, is generated through great difference in levels of remuneration as well as working attitude of the expatriate consultants who may be reluctant to develop the capacity of their counterparts.

Example 7: Knowledge Sharing in Training Services Enhancement Project for Rural Life Improvement (TSEP-RLI) in the Philippines

The following critical factors were contributory to the development of mutual respect between expatriate experts and their counterparts:

1) Joint Collaboration and Close Coordination

The Japanese experts and their ATI (Agricultural Training Institute) counterparts worked on the basis of mutual respect, that is, they worked together closely and acted as facilitators of people's discussions about their real needs. Through working together, Japanese experts shared their knowledge with their local counterparts. The Filipino counterparts also shared knowledge with Japanese experts on the cultural orientations of the locals.

2) Japanese Experts' Work Attitudes

The Japanese experts were hardworking, sincere, honest, systematic and were always on time. They were admired and respected by their Filipino counterparts for these traits. These traits were observed because the counterparts closely worked with Japanese experts during the planning and implementation stages of the project. Filipino counterparts were exposed long enough to the work skills, habits and attitudes of the Japanese experts so as to be influenced by them. By influencing the work habits and attitudes of counterparts, experts may also have influenced the organizational culture of the counterpart agency.

3) High Level of Expertise and Knowledge Management

The Japanese experts were highly knowledgeable in their fields of expertise but they did not make their counterparts feel inferior. They were also very good in knowledge management. JICA experts were always consulted by their counterparts and vice versa. Information and knowledge were shared by lending books and documents, and through formal and informal meetings and discussions. Open sharing of ideas, information and knowledge was encouraged.

Example 7: Fostering mutual respect through working together in Small Irrigation Project in Ghana

In this project, a very good cordiality between Ghanaian counterparts and Japanese experts was established. Even though Ghanaian counterparts expressed the desire for higher remuneration, they emphasized that the differences in remuneration did not constitute a psychological barrier or distance between them and the experts. They understood that the differences were due purely to contractual arrangements of their respective Governments. Ghanaian counterparts who worked on the project found the contribution of most of their Japanese counterparts to be very valuable. They agreed that technology transfer through working together had helped to build mutual respect for each other. Farmers on the project also worked very closely with the Japanese experts on the project. There was a cordial relationship and mutual respect between them.

2-5 For Establishing Phase-out Mechanisms

There are several ways to establish phase-out mechanisms in JICA's project. First, in many cases, Japanese experts consciously try to introduce *learning by doing* approach so that their local counterparts should be able to work by themselves after completion of the project. For example, in the project for family planning in the Philippines, Japanese experts used the following three-stage learning process: 1) You watch – I work; 2) Let's do it together; 3) At phase out, you do it, I watch. Second, in the Sulawesi project, Japanese experts consciously promoted the participation of many stakeholders such as NGOs and universities, and the commitment of leaders at all level to create a technical and financial support system for the project after the termination of TC. Third, with respect to financial mechanism for phase-out, the JICA Cambodia MCH Project has established a mechanism in which cost sharing by the Cambodian side for refresher training increases gradually year by year.

Example 8: Increasing cost sharing of the recipient in the Cambodia MCH Project

In the Cambodia MCH Project, there was an agreement between Japan and Cambodia regarding the cost sharing for refresher training. The duration of the project is five years from 2000 to 2005, and the total cost sharing of the Japanese side is 54.52%. However, in the first fiscal year (April 2000~March 2001), the cost sharing of the Japanese side was 92%. This share gradually decreased to 71% (April 2002~March 2002), 55.93% (April 2002~March 2003), 39.57% (April 2003~March 2004), and in the final fiscal year down to 22.0% (April 2004~March 2005). This phase-out mechanism was introduced in order to enhance local ownership for project sustainability considering the financial situation of the Cambodian government. In fact, because of the use of user fees and acquisition of priority budget, etc., the Cambodian side had already paid more than US\$ 8,000 by October, 2002 (the planned amount was originally US\$ 7,541), which led to a decrease in the cost share of the Japanese side more than anticipated.

2-6 For Promoting Regional Cooperation through Support for South-South Cooperation

In our case studies, it is found that JICA has introduced many innovative capacity development initiatives that have been carried out on a regional scope. Now becoming prestigious institutions in their countries with long-term support from Japan, universities such as King Mongkut's Institute of Technology Landkrabang (KMITL) and Jomo Kenyatta University of Agriculture and Technology (JKUAT), research institutes such as the ASEAN Poultry Diseases Research and Training Center and training centers such as the Center for Instructor and Advanced Skill Training (CIAST) and Japan-Senegal vocational training center (Centre de Formation Professionnell et Technique Senegal Japon - CFPT) are now providing opportunities for neighboring countries to acquire their knowledge and skills. The support for South-South cooperation can boost pride in ownership of the implementing countries and enable them to disseminate acquired knowledge to other developing countries.

Example 9: Support for South-South cooperation through the Vocational and Technical Training for African Countries

During the last 10 years, the counterpart organization (CFPT) strongly developed South-South cooperation, first with the French-speaking world Agency and then with JICA support. In collaboration with the French-speaking World Agency, CFPT organized five training sessions between 1991 and 1994 with nearly 80 participants. In addition, within the scope of the Third

Countries Training Programme under JICA technical cooperation, Senegal held four training sessions 1999, regrouping 2000 participants from 25 countries. For the first two years, the topic dealt with mechanical machineries manufacturing. For the third and fourth years the subjects were respectively, computer aided mechanical manufacturing and automation. The subjects were determined based on the need of neighboring countries.

In addition, since 1992, CFPT has regularly accommodated foreign students from some ten sub-Saharan African countries. They represent 15% of the total number of students. From 1992 and 1999, 138 foreign students were admitted to the school.

It is reported that the staff of CFPT maintains strong pride of CFPT as one of the most prestigious technical and vocational institutions in the region, and are willing to promote Third Countries Training Programmes in order to share their acquired knowledge with participants from other African countries.

Example 10: Building regional network of extension - The Jomo Kenyatta University of Agriculture and Technology (JKUAT) in Kenya

In JKUAT, the staff members interviewed strongly agreed that south-south cooperation strengthened the sense of ownership of knowledge acquired. JKUAT has managed to promote South-South cooperation through regional training programs, and also through the role of the Faculty of Engineering in the development of the curricula of the University Institute in Rwanda, KIST (Kigali Institute of Science Technology and Management). The Faculty of Engineering not only played a critical role in the development of the curricula, but also continues to support the institute. In addition, short courses have been offered in which other universities and governmental institutions involved in the relevant areas (e.g. those dealing with food systems) have participated. This has led to other institutions in the region to consider JKUAT to be part of an excellent regional network of extension. This south-south cooperation has boosted pride and ownership, and instilled a strong sense of achievement and success to the recipient institution. The ability to share technical knowledge and also to serve as a model (as an institution) to other institutions in developing countries also enhances the university's confidence and the sustainability of the project.

3. Conclusions

According to UNDP, technical cooperation in the past was based on an assumption, that is, the belief that donors can ultimately control the process and still regard an equal partnership between donor and recipient. Instead, the relationships have tended to be more asymmetric, discontinuous and distorted. This asymmetric relationship reflects in the phenomena such as donor driven nature of TC, the imposition of pre-packaged conditionalities, lack of cost consciousness of partner government about TC projects, use of PMU and NGOs to bypass existing government system, and difficulty to establish mutual respect between foreign experts and local counterparts.

However, JICA's technical cooperation has not been based on the belief that donors can ultimately control the process. Instead, as a former recipient country, the basic stance of JICA's TC is to support self-help efforts of partner countries. Some of the mechanisms to support self-help efforts include joint project formation based on partner country's ownership, decision making processes based on consensus building among stakeholders, and cost sharing between the government of Japan and partner countries. With respect to bypassing of existing government institutions, JICA's projects do not establish PMU but use existing public organizations for their implementation. In some successful cases, the projects established cooperative relationships between counterpart agencies and other related public organizations and existing local institutions including NGOs, which contributed to the sustainability of the projects and their replication in other regions. Furthermore, case studies indicate that there is a good relationship between Japanese experts and local counterparts as well as other stakeholders in successful projects, and their sense of mutual respect contributed to achievement of their common goals by promoting knowledge sharing between them.

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