

Approach to
Capacity Development
and Improving Governance
in the Developing World
*Comparative View
from JICA's Experience*

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Increasing attention to Governance in development community

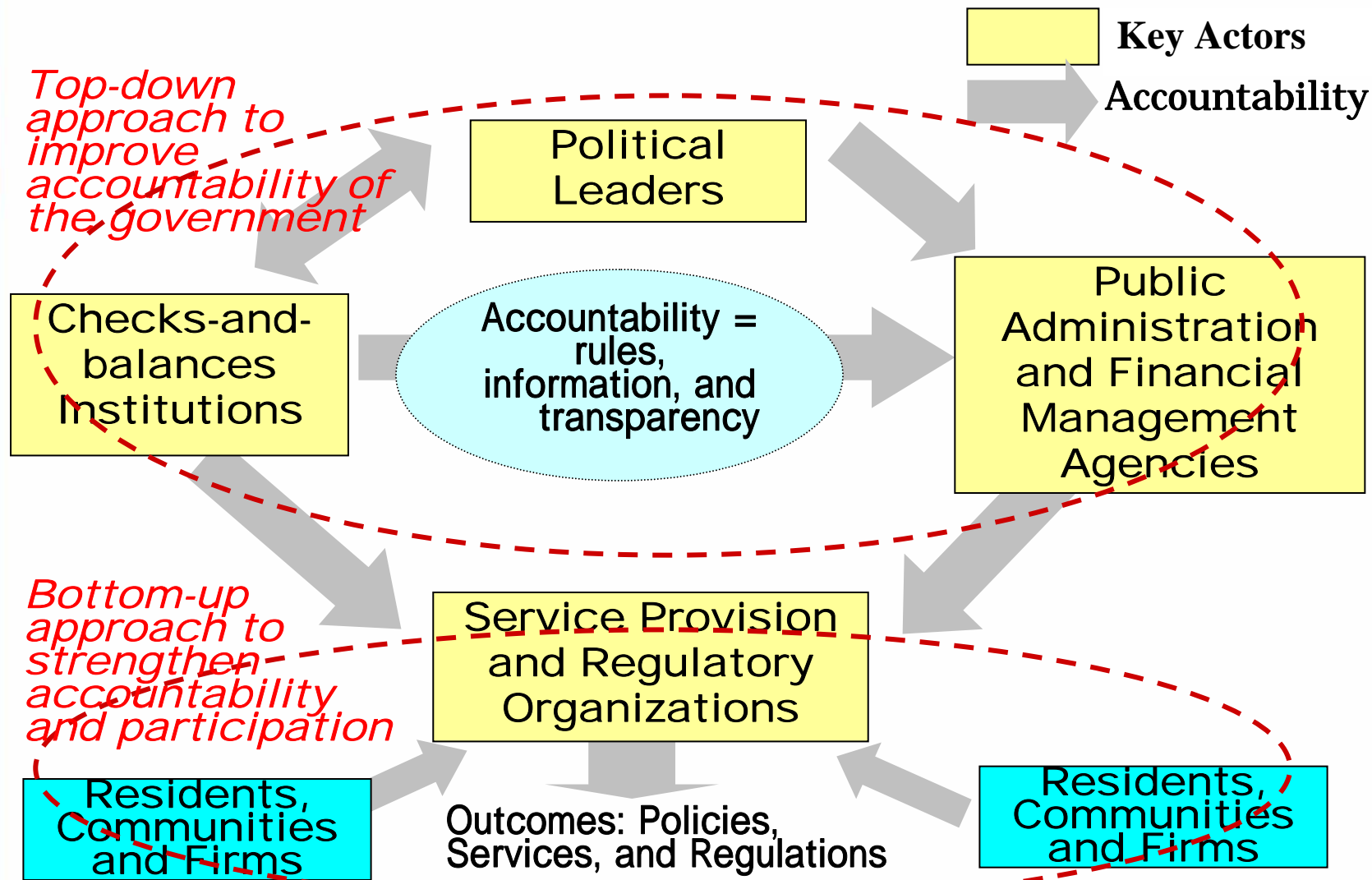
- ✓ Governance regarded as essential factors for development and poverty reduction
- ✓ Values commonly stressed: legitimacy, accountability, transparency, efficiency and effectiveness of the public sector; participation in decision making and rule of law.
- ✓ Getting good governance, however, implies a wide range of institutional reforms and structural change
- ✓ How could we identify suitable approach to improving governance in country's specific contexts?

This Presentation

- 1. To review the comprehensive approach to reforming governance developed by the World Bank**
- 2. To look at the concept of “Good Enough Governance” which suggests ways to prioritize governance issues**
- 3. To explore bottom-up approach for enhancing local capacity in service delivery through cases of JICA projects**

NATIONAL GOVERNANCE SYSTEMS

World Bank's framework to analyze and reform



Source : Adapted from *Figure 1.1* in B. Levy (2007)

Two sets of approaches to reform governance systems – World Bank

Demand side (Participation and Accountability) is stressed, however, mostly “Top-down” in approach

The list of “deficiencies” is comprehensive.

(1) Top-down approach to improve accountability

- ✓ Public financial management and procurement systems
- ✓ Public administrative systems
- ✓ Performance of checks-and-balances institutions
(constraints on the executives; justice and the rule of law; and transparency and voice)

(2) Bottom-up approach to improve accountability

- ✓ Front-line service provision and regulatory agencies

“Good Enough Governance”

- ✓ Questions the complexity of the “good governance” agenda – list of what should be done is too lengthy.
- ✓ Points to the needs that governance interventions be prioritized and made relevant to the conditions of individual countries.
- ✓ Suggests to examine reform options in light of historical evidence, sequence, and timing, and to select them carefully in terms of their contributions to particular ends such as poverty reduction and democracy.

Illustrative Governance Priorities (1)

P= priority	Collapsed States	Personal rule	Minimally institution- alized states	Institution- alized non- competitive states	Institution- alized competitive states
Personal safety ensured	P	P			
Basic conflict resolution systems in place and functioning	P	P	P		
Widespread agreement on basic rules of the game for political succession	P	P	P		
Government able to carry out basic administrative tasks		P	P		
Government able to ensure basic services to most of the population			P	P	P

Illustrative Governance Priorities (2)

P= priority	Collapsed States	Personal rule	Minimally institutionalized states	Institutionalized non-competitive states	Institutionalized competitive states
Government able to ensure equality/fairness in justice and access to services				P	P
Open government decision making/implementation processes				P	P
Government responsive to input from organized groups, citizen participation				P	P
Government fully accountable for its decisions and their consequences					P

Source: Grindle (2005) *Table 3*

What “Good Enough Governance” suggests and What does not

GEG suggests for development practitioners:

- ✓ Improving governance is a long-term and dynamic process that cannot be tackled at once
- ✓ How to prioritize governance issues according to the characteristics and strengths and weaknesses of states
- ✓ How to examine the implication and feasibility of types of governance reform by analyzing sources of support and opposition embedded in the political economy of specific countries

GEG suggests national level analyses and does not imply how to design area-specific or bottom-up approaches to improve local capacity

JICA's Experience in improving governance

Basic approach of JICA is to facilitate capacity development of developing countries

Capacity Development = Endogenous process of enhancing problem-solving abilities of developing countries

Capacity = a complex of elements of individuals, organizations, and institutions/social systems, and their inter-relationships

Source: JICA (2006) Summary of the Report *Toward Capacity Development (CD) of Developing Countries based on their ownership – Concept of CD, its Definitions and its Application in JICA Projects*

Cases of Bottom-up Approach to Enhancing Local Capacity

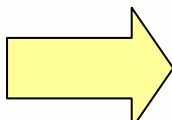
Cases which aim at developing a model which enhance local capacity in service delivery by transforming relations between local administration and communities

- ◆ **Project on Improvement of Public Administration for Local Government in Punjab in Pakistan (2004-2007)**
- ◆ **Project on Participatory Rural Development Project in Bangladesh (2000-)**
- ◆ **Project on Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Program in Indonesia (1997-2002)**

【 Case 1 】 Project on Improvement of Public Administration for Local Government in Punjab in Pakistan (2004-2007)

Project to improve *Citizen Community Board (CCB) Program* in Model District (Hafizabad) by enhancing community initiatives through improved capacity of District government to support CCB

- **Introducing CCB support centers and CCB coordinators to strengthen interface between local governments (district/*tehsils*/unions) and community**
- **Strengthen needs assessment and monitoring**
- **Gradual approach (15 pilot unions 42 unions)**

 **Achievement : 100 CCBs are newly registered; 53 CCBs completed proposal; 13 approved; and 12 completed projects (20% cost-sharing/80% govt.)**

[Case 2] Project on Participatory Rural Development Project in Bangladesh (2000-)

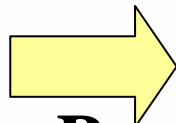
Project to develop “Link Model” which encourage rural development activities by improving relations between government extension officers, NGOs and communities in *Union* level

- ✓ **To introduce “Union Coordinating Committees ” and “Union Coordinating Officers (UCC)” as a framework to facilitate overall coordination among *Upazila*, *Union* and Village levels**
- ✓ **To encourage voluntary formation of “Village Committees (VC)” to ensure participation of villagers in developing projects with UCCs**
- ✓ **Gradual approach (pilot in 16 Unions *Upazila* level)**
 - ➔ **Achievement (2000-2004): 39 VCs formed; 21 rural infrastructure projects done with 20% cost-sharing. People who recognize public services increased.**

[Case 3] Project on Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Program in Indonesia (1997-2002)

Project to establish a model relations between District Office and communities by enhancing community initiatives and developing support mechanism and capabilities of District Office

- ✓ **Pilot activities in four pilot villages to encourage the village's capabilities to initiate and implement projects on their own**
- ✓ **Development of training curriculum for local officers in collaboration with local university**
- ✓ **Development of the system and capabilities of District officers to support community development (*"SISDUK"*)**



**Model has been expanded to 73 villages.
Projects done at cost sharing by beneficiaries**

THE WAY AHEAD

- ✓ **As Grindle points out, there is not yet consensus on the relationship between development and good governance: lengthy to-be-done list.**
- ✓ **To target fewer, more useful, and more feasible governance reforms, state capacities should be well assessed and types of reform initiatives should be well examined in terms of their feasibility in specific country contexts.**
- ✓ **Area-focused “bottom-up approach” has potentials to facilitate endogenous capacity development in the local society: effectiveness should be further examined through meticulous case studies.**

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**THANK YOU
FOR
ATTENTION**