

International
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**‘Just same as others?’:
Can individual’s effort overcome power imbalance?
Policy and practice in a JICA’s aid in Sri Lanka**

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Disclaimer:

This document represents part of the author's study programme while at the International Institute of Social Studies. The views stated therein are those of the author and not necessarily those of the Institute.

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List of Acronyms

CDF	Comprehensive Development Framework
CwD	Children with Disabilities
DAC	Development Assistance Committee
IDS	Institute of Development Studies
IEP	Individualized Education Plan
ISS	Institute of Social Studies
JICA	Japan International Cooperation Agency
NGO	Non-Governmental Organization
MOE	Ministry Of Education
MOFA	Ministry Of Foreign Affairs
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PDCA	Plan, Do, Check and Action
PDM	Project Design Matrix
REACH-SS	Strengthening Education for Children with Special Needs through Inclusive Education Approach in Sri Lanka
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDAF	United Nations Development Assistance Framework
USAID	United States Agency for International Development
UK	United Kingdom
SDGs	Sustainable Development Goals
SEU	Special Education Unit
WW II	World War II

Abstract

Power relationship is one of the main discussion in international aid industry. It is said that aid donor and recipient do not have equal power relationship because of colonial history or donor's economical and political interests. This research examined the relationship between donor and recipient through the lens of power cube approach. Further, it discusses how the power relationship affects recipient's ownership through the analysis of case study; Japan's ODA. Based on the research, it seems that the decision-making process were occurred in closed space where limited people have access, and it is controlled by the donor. On the other hand, there is a space that donor tried to include stakeholders more. However, there is an unequal embedded power in the project that is difficult undo that remains. Even though, the experts put effort to undo this relationship, still, it is difficult to overcome.

Relevance to Development Studies

To see the power dynamic within aid project and extent of ownership of recipient is important because it has a direct influence to the aid program's efficiency. Moreover, the result of aid project will affect the development of recipient country. Hence, this paper will contribute development studies.

Keywords

International Aid; Ownership; JICA; Sri Lanka; Inclusion Education.

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Lastly, more generally, I thank the ISS community. Its diverse community allowed me to see things from different angles and broaden my perspective. Additionally, I thank my friends and family in Japan. Despite the distance, I could feel your warm encouragement.

This research paper is dedicated to aid workers who are keen to see new perspectives.

Chapter 1

Problematizing International Aid and power dynamics

My first encounter with the critique towards structural problem of international aid work was at the International Institute of Social Studies. I, as a former aid worker, acknowledge that I ignored the discussion which problematized international aid. The reason why I ignored is that I did not see any possibility that I was able to do anything. At least, I and the people around me were working so hard with high motivation to deliver better project within the framework day by day. Despite of hard work, we were still enjoying our work and were proud of it. Even though I see some contradiction between donor's idea and beneficiaries' idea, I tried to fix it case by case not really challenge the system itself. Therefore, it was my first time that I really reflect on my experience and examine it as outsider. After spending one year at International Institute of Social Studies (ISS), I clearly see the power inequality among donor and recipient and this circumstance cannot be solved in one day. However, things are moving forward every day and the aid work cannot wait to proceed their work until solve this problem. Instead of tackling to the system and power inequality, I build the hypothesis that the project can be increased its efficiency by the people involve with, if they are motivated to improve it within the framework.

Having this hypothesis, I came up with the idea to create a narrative of aid work with aid worker's perspective to see how they think and work for the project. Hence, through this research paper, I attempted to show the narratives of aid project through the analysis of policy and the story of aid workers who I interviewed.

1.1 Nature of the problem

In the field of international development, such as Official Development Assistance (ODA), their work is often criticized that it is not efficient for the beneficiaries. The reasons behind of this criticism is that the aid organization imposed their idea in the beneficiary's society rather than giving them more authority to decide on their own development and do not grasp beneficiaries' needs and context. The issue here is that the discussion has not been done equally between provider and receiver. As a result, the provider's idea is reflected on their goal and the process rather than the beneficiaries'. This may lead to failure because it is not suitable within the project site's society.

Similarly, there is an argument about imposing the ideal social system in international aid work. One of the examples is the intervention of education sector. Karen Valentin and Lotte Meinert (2009) argued that global north impose their idea of childhood education to global southern countries in order to civilize the citizens through their children. Civilization is a part of colonizer's mission and children of the 'savages' was their instrument. The savages refer to the people who seem to be uncivilized from a colonizer's perspective. Moreover, this civilization process is also seen within the country. Thongchai Winichakul presented the terminology of civilization as not "simply a reaction to the colonial threat" (Winichakul, 2000) but also as which may possibly be appropriated and localized by local elites who are influenced by western society. For instance, when urban elites travelled to the village, they encountered the people living in backwards space and perceived them as inferior. As a result, the urban elites tried to civilize them (Winichakul, 2000). The common idea is that the

superior sees the people, like villagers as inferior and civilize them based on their idea of 'civilized citizen'.

This phenomenon is sometimes perceived as the continuation of tendency of colonial history. Even though the current, the boundary between aid provider and receiver is considered as the gap between richer and poorer countries, or powerful and less powerful in international community (thinking of G7, participants are limited) still the structure is pretty much similar between colonizer and colonized country.

Consequently, developed countries or the elites in developing countries may impose their idea of civilization to the people relatively poor or the people in rural area. When we apply this structure into international aid work, it can be said that the issue in terms of its efficiency is very complex. Especially, ODA is often functioning as a part of diplomacy. Hence the decision-maker or negotiator from the recipient country is mostly diplomat who relatively richer and categorized as elites within the developing country. Then, those elites may not fully understand the environment of the beneficiaries' community such as rural community and slum area, which may be different from the elites' standard. For example, the rural people do not value higher education as the elites do in urban areas because no job opportunity needs qualification in the village. If the diplomats do not understand this situation, they may impose their idea of the education system in the village. As a result, the aid work will not be efficient. Moreover, it may bring negative impacts. Hence, international aid has a very complex issue in terms of understanding beneficiaries' needs. This issue is caused by the gap between developed and developing countries and the gap between decision-makers and actual beneficiaries in the recipient country.

However, this issue is not always the case with international aid. For example, the Japanese Official Development has started with financial support to Asian countries as a compensation from WW2 in 1954 and completed 1976. After that, they continue their financial support together with technical cooperation towards human security and peace-building with not only Asian countries but also other part of the world. Moreover, the most significant aspects are that all of their projects start from beneficiaries' initiative. Hence, I raise the questions; what if the beneficiaries request projects? What if the beneficiaries designed the aid to make it adoptable to local context? What if the aim is to simply provide aid in order to improve developing countries' well-being? To answer these questions, I decided to conduct research about technical cooperation program conducted by the Japan International Cooperation Agency (JICA) in Sri Lanka. Through this research I expect to see whether the Japanese aid is the same of continuation of colonial history and imposing idea or not while seeing how the aid provider and receiver interact each other to achieve their project goal.

1.2 Research objectives and questions

The objective of this research is to see how JICA understand beneficiaries' needs through examining the flow of technical cooperation projects. Starts from establishment of the project and end up with implementation and practice.

Main question:

How the Japanese experts who are involved with the JICA's inclusive education project in Sri Lanka understand the beneficiaries' needs and apply it to the project?

Sub questions:

- How do the JICA's workers balance their strategy and the beneficiaries' local context in their work?
- How has the JICA's aid practice and process been changed since its establishment?

- How JICA conduct consultation with recipient’s officer for planning process?
- How do the Japanese aid workers understand local context?

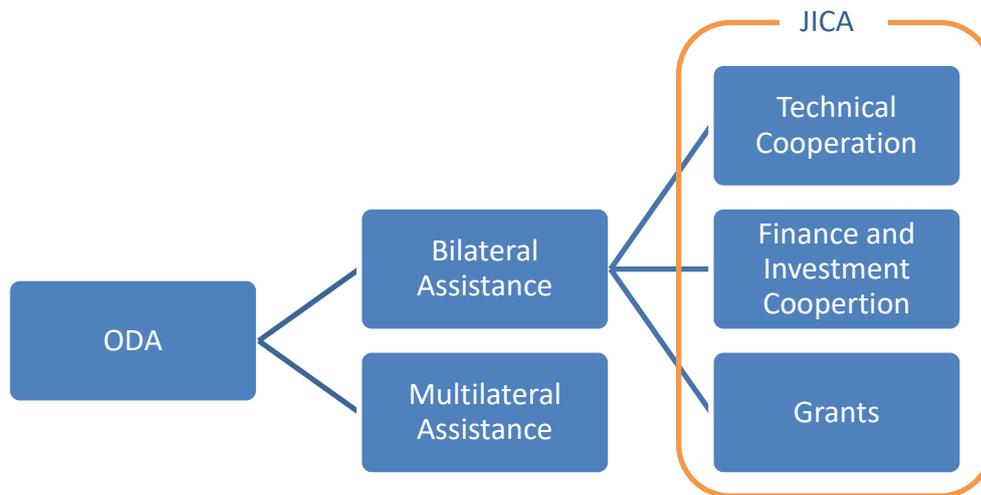
1.3 Background information

The focus of this research is Inclusive Education project in Sri Lanka by JICA. In this chapter, each key word, such as ‘Inclusive Education’ and JICA will be explained.

JICA

Japan International Cooperation Agency is a governmental agency which in charge of administering all Japan’s Official Development Assistance such as technical cooperation, Finance and Investment Cooperation and Grants. JICA is one of the largest bilateral aid agencies among the world, works in more than 150 countries and regions and has some 90 overseas offices. JICA supports its partner countries to resolve the issues in developing countries by adopting the most suitable tools from various assistance methods and issue-oriented approach, towards human security and quality of growth.(JICA d, 2019)

Figure 1.1
Overview of Japan’s ODA

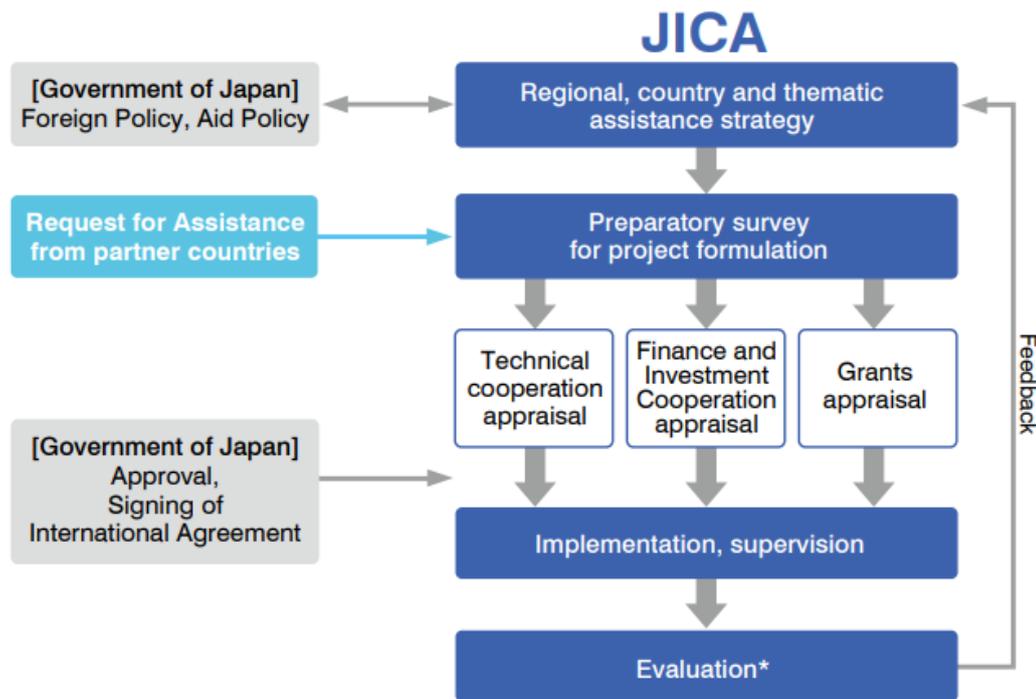


(Source: JICA d, 2019)

* Except grant aid programs that Japan’s Ministry of Foreign Affairs continues to implement independently as dictated by specific

Technical Cooperation Projects is a one of the tools of JICA. Technical Cooperation focused on improving capacity to solve the problem to ensure their self-reliant development and its sustainability in terms of development outcomes. JICA will provide their technical cooperation program effectively by combining various tools, such as dispatch of experts, acceptance of training participants, technical cooperation projects and technical cooperation for development planning. (JICA d, 2021)

Figure 1.2
JICA's Operational Flow for Provision of Assistance



* JICA conducts evaluations of projects using the Plan-Do-Check-Act (PDCA) cycle for each scheme of technical cooperation, Finance and Investment Cooperation and Grants, and employs the system to further improve operations and sufficiently achieve public accountability.
https://www.jica.go.jp/english/our_work/evaluation/

(Source: JICA's Operational Flow for Providing Assistance)

History of Inclusive education, from declaration of 'Education for All' to 'Salamanca Statement'

Disability is one of the obstacles for people who have impairments to join and actively involve with society. This is the same for children too. (UNESCO Institute for Statistics, 2018) Sustainable Development Goal (SDGs) 4, identify its goal as 'inclusive and quality education for all'. Among the population, children with a disability seems like they are suffering from exclusion from education. In order to enable schools to serve all children, particularly those with special education needs, the fundamental policies are required to shift to promote the approach of inclusive education. In 1994, as a further step of Education for All, more than 300 of representative from 25 international organisations and 92 governments met in Salamanca, Organised by the Government of Spain in co-operation with UNESCO, the Conference brought together senior education officials, administrators, policy-makers and specialists, as well as representatives of the United Nations and the Specialised Agencies, other international governmental organisations, non-governmental organisations and donor agencies. They adopted the Salamanca Statement on Principles, Policy and Practice in Special Needs Education and a Framework for Action. These documents introduced the principle of working towards inclusion; schools for all- "institutions include everybody and celebrate differences support learning and respond individual needs" (Right to Education Initiative, 2021). This statement changes the understanding of children needs; regardless of impairments or disability, all the children have different special needs. We should not distinguish rather respond individual needs in the school which everyone studies together.

Gaps between the Japanese inclusive education and Sri Lankan inclusive education.

The Japanese education system for children with disability has been shifted along with international standard. Originally, children with disability and children with impairments has been separated from normal school. Then, the educational idea shifted to ‘integration’ and later ‘inclusion’.

Originally, the Japanese schooling system separate children with disability from normal schools or normal classrooms. Basically, the committee consisted by the local government officer and the potential school are the one deciding which school the children with disability should enter when they reach the age of schooling. However, after UNESCO Salamanca statement was introduced, gradually the school system allows parents and children to choose their schools between Special Education school or Special Education Unit (SEU) within normal school. Simultaneously, normal schools create more and more opportunities to interact between special needs class and normal class. Then, in current situation, the schools in Japan are starting to include everyone in the classroom. The idea behind this shift is that there is no clear boundary between children with disability and children who have learning difficulties or developmental disorder. The school should respond to each individual needs without categorizing them into certain disability or disorder because each child has different needs and respond differently to the extent of lesson difficulty.

While the Sri Lankan idea of inclusive education is slightly different. Despite of the existence of Special Education Unit within the normal school, they position it as a preparatory for children with special needs to promote normal class. Hence, they expect that these children will achieve certain criteria as a result of studying from SEU, and then, they can move to a normal class. This difference was clearly discussed in among Sri Lankan government and JICA in the detailed plan and guideline for consultancy call. Hence, the Japanese and Sri Lankan education system have different ideas when it comes to children with special needs.

This difference can be an key for this research to see whether the donor imposing their idea of inclusive education or not. Moreover, how they understand the difference and balance Japanese context and Sri Lankan context.

1.4 Methodology, Limitation and Positionality

In this Chapter, I will explain my data collection process, what method I applied and how I conducted. Then, positionality; how my positionality has been affected in my research, will be follow. Lastly, all the limitations that I faced will be explained.

1.4.1 Methodology

As methodological philosophy, I applied the idea of constructivism; assumption that individuals construct their “own reality and therefore there are multiple realities, that the researcher can only learn about these realities by constructing knowledge with individuals.” (Lincoln & Guba, 1985 cited from (Clark & Ivankova, 2018)). In this study, policy analysis is the foundation of my analysis and qualitative data from ethnographic research and interview are used as supporting details.

First of all, I conducted event ethnography by attending the online seminar ‘Disability and Development’ by JICA. Then, I consulted JICA’s website to see its development policy and detailed outline for the technical cooperation program. Lastly, I conducted an in-depth interview to ask what is actually happening when it comes to the implementation process.

Event Ethnographic Research

JICA provide concentrated short-term training which aimed to improve potential JICA experts' knowledge. There are multiple topics about the area of work JICA focused on. The training program 'Disability and Development' was held from 28th June to 2nd July in online setting. In the program, JICA's worker and experts for this area explained international standard for inclusion, circumstance in Japan, how the JICA responds these international and Japanese streams in their development project. Through participating the program, I could observe how JICA explains their framework for inclusion and how the participants react to that through the workshop.

Policy Analysis

Most of the information about JICA's work was collected from their website. Since JICA is a governmental organization, they have a responsibility to disclosure their information such as, their work and outcomes to the public. However, that information was allocated discursively. In the case of my research, I focused on one specific project. I could see the overview of the project easily, but it was difficult to find other information. As a result, I puzzled the information in the flow and added some information from the interview, which will be explained below. Moreover, some detailed information, for instance, plan, project site's address, agreement between partner country and Japan were not accessible because of security and confidentiality reason.

Additionally, to understand the context behind the Japanese ODA, I also researched how the JICA's practice has been changed past 5 decades; from the time of establishment to the present. To be more specific, how it started after WW2, and developed along with the discussion in Japan as well as the one in Western countries.

Qualitative Interview

To see what is happening on the ground in the case of Sri Lanka's project, I conducted semi-structured interview with the people working on this project. The interview consisted of the following steps: 1) setting the interview, 2) scripting the interview, 3) conducting interview, and, 4) making transcript.

1. Setting the interview

I contacted JICA Sri Lanka office and introduced who I am, what I want to know and how I would like to conduct the interview. To be more specific, the discussion of the subject and purpose of the research was explained. Based on this detailed information and negotiation, the researcher could conduct the interview with a JICA's project coordinator and two experts from a consulting company.

2. Scripting the interview.

Questionnaires were shared with the interviewees few days before the interview. To design the interview, I applied Kvale's idea of good interview that combination of thematic and a dynamic dimension; "thematically with regard to producing knowledge, and dynamically with regard to the interpersonal relationship in the interview". The questionnaires were designed by starting with 'what' question to produce the knowledge and 'how' questions encouraging the respondents to elaborate and mention their experiences and thoughts on the situation . (Kvale, 2011)

3. Conducting Interview

The questionnaire design was followed and implemented during the interview when she conducted the interview. However, the researcher asked follow up questions because of further curiosity related with the answer by repeating (reiterating) significant words to obtain further amplification. (Kvale, 2011)

4. Setting the interview

After the interview, transcript was created by the researcher and shared it with the interviewees to make sure that the researcher understood their answers correctly and appropriately.

1.4.2 Limitations

There were several points that I could not achieve because of limited time and current circumstance; COVID-19.

First, I studied just one case of JICA's technical cooperation project, thus my analysis cannot to be generalized to the entire JICA's work. For instance, there are Long-Term Experts who live in the partner's country for years, while Short-Term Experts stay weeks to months to conduct research or visit the country constantly for years. Long-Term Experts have more chance to learn local language and be familiar with their culture compared to Short-Term Experts. On the other hand, Short-Term Experts probably have more case study in their field of work in different countries. Moreover, they can be assign in the project team with other experts, or they can be dispatched alone. Therefore, the perspectives which I will present later do not represent as whole notion of JICA's experts. The ways of teaming up and delivering project is also unique.

Second, under the current circumstance; COVID-19 pandemic, all my data collection were done by online setting. I could obtain what JICA says but not individual because it was difficult to build the necessary level of rapport to ask their personal idea at online setting. In addition to the data collection, the project under study was affected by multiple environmental factors, such as terror attack and COVID-19. Hence, the project was not delivered as what was planned and there are not many activities conducted under the circumstance. It means that there were not many samples of activities and outcomes that could be discussed and studied.

Third, I reached out only the people at JICA side, not Sri Lankan counterparts. All my data including interview were provided from JICA and related stakeholders. Hence, my analysis is not to be represent whole idea of this project rather though the lens of JICA's perspective.

Forth, JICA provide limited information when it comes to the detail of the project because of privacy, security and JICA wants to make sure everyone has fair shot. For instance, there was limited updates of the project. Hence, I need to depend on respondents' information for current situation of the project.

Overall, this research has been conducted with several limits and cannot to be generalized to the whole idea of JICA's project, moreover it leans towards one side. Nevertheless, my intention of this research is to show how the aid project work on the ground through the lens of JICA's worker with their framework and discuss with conceptual framework.

1.4.3 Positionality

Inward:

I acknowledged that I have a positive image of JICA's work through my previous work experience with them. First, I worked as an education coordinator as a part of JICA's program in the field and later in the office. Here, I witnessed not only the difficulty for making a good plan or grasp needs but also the possibility to adjust the plan to the context to improve efficiency. I could see my colleagues actually struggle to find the best solution for both JICA and beneficiaries because all the JICA's work need to follow its policy, hence there is a limitation for our work. Through this experience, I had created a favoured opinions towards JICA's workers.

However, I noticed that this positive image was actually just one side of the coin. There are a lot of critiques and discussions among the development field in which I got to be familiarized through studying at the International Institute of Social Studies (ISS) in The Hague (The Netherlands). It was challenging discussion for me because it contradicted my past experience. However, I could obtain both aid provider and receiver's perspectives. In addition to that, the diverse environment also gave me the opportunity to think that culture is also a significant component in development work. To be more specific, each organization has its own philosophy which was constructed by its history or trajectory, and it can be seen within their work too. Including the recipient country, it has its own culture and strategy. The combination of these two characteristics also linked to the outcome of the project.

Outward:

Reflecting my positionality with all of my past experience, my perspective is not completely neutral rather still positive to JICA's work but also trying to apply critical view on it. This positionality influenced my interviewee too. They saw me as potential in development sector in Japan who motivated to dedicate her future career. Thanks to this positionality, all the interview respondents were very helpful and gave me thoughtful insight. Additionally, my positionality; former JICA's worker and potential worker of the development sector in Japan, I was granted to participate JICA's training program which will be explained following section.

Chapter 2 Problematizing International Aid

This chapter will be started from conceptualizing international aid to have common ground with the readers. Then, based on common understanding, we will take a closer look at its framework to see its practical aspect. After the conceptualization, analytical framework, power cube approach will be introduced. Further, the reasons why power cube is chosen to analyse international aid.

2.1 Aid Industry

Most of the people have heard about international aid but how many people know its overview and flow? The general public might not aware how big the international aid's flow is and how it is big enough to stand on its own industry. According to De Haan (2009), "Every year, more than \$100 billion is spent on international development through government and international official agencies, and another \$60 billion through private organizations and NGOs."(de Haan Arjan, 2009) Development projects do technical corporation, infrastructure, promotion of rural development to sustainable livelihoods and microfinance and social funds. This huge amount of money flowing beyond the border with the intention not only to deliver something better but also with some political and economic interests.

International Aid is also understood as international development. Though, De Haan calls it as international aid in his discussion about this industry because 'development' is a desired outcome of the development industry. Moreover, many researchers argue that the word 'aid' suggests unequal power relationship, and De Haan agrees on that the aid donor's paternalistic attitudes. Thus, he calls this industry as 'aid' with intention to lead our attention to its problematic attitude and related discussions.

There are four group of institutions among aid donors: 1) bilateral aid which one government directly transfers assets to a recipient country, 2) multilateral aid, such as UN organizations, 3) NGOs, like Save the Children, and, 4) private organizations, such as Gates foundation. In this research, the focus is bilateral aid which is known as Official Development Assistance (ODA).

2.1.1 Definition of ODA

OECD defines ODA as following,

"Official development assistance (ODA) is defined by the OECD Development Assistance Committee (DAC) as government aid that promotes and specifically targets the economic development and welfare of developing countries. The DAC adopted ODA as the "gold standard" of foreign aid in 1969 and it remains the main source of financing for development aid." (OECD, 2021)

ODA is provided by official agencies, such as state, local governments, or their executive agencies. But the donor country's security interests and military activities are not included in ODA.(OECD, 2021) In short, ODA is the support from developed country to developing country, which is delivered based on the discussion between the donor country's and the recipient's agencies. According to the OECD's Development Assistance Committee (DAC),

there are 30 member countries.¹ Those member countries work together with their partner countries based on their public policies. Even though under the name of ODA, delivery system, history and motivation are different by country.

Each country has different motivation and history of aid

Aid is shaped by donor country's public policies and history. Especially, the focus, practice and monitoring of aid programs are different depends on the provider (de Haan Arjan, 2009). For instance, colonial history explains the importance of the aid. In 1929, the UK provided loans and grants for building infrastructure in its colonies, such as India, as Colonial Development Act (Brian Keeley, 2012). It can be said for France to Francophone Africa, Netherlands to Indonesia, that combination of the country is significantly important key when we see money allocation of the aid.

Political and strategic considerations is also a key factor of the flow of the aid. There are tendencies that donor countries provide more aid to the countries which support them in the UN. Through the aid, donor countries want to strengthen their position in the world which stimulate them to have more power. Moreover, countries with democratic structure tends to get more aid from DAC donors because of certain institutional and political conditions. Also, improvement of economic policy is important for donors when they decide to provide aid program. (de Haan Arjan, 2009)

Different interests?

Each country started and developed their aid for different reasons. Hence their motivation is slightly different. For instance, in France, colonial history shaped the French aid. Newcomer, China, intends to expand political role in the world and business interests. On the other hand, the United States implicitly started the aid program to project themselves as leader of the non-communist world and display their strong influence globally. In addition to this implicit national security or geopolitical reasons, commercial interests have also driven its aid program. Moreover, Germany and Japan started their aid program as compensation and reparation to the damages caused by World War II. (de Haan Arjan, 2009)

Focusing with Japan, six years after the end of World War II, the country signed the San Francisco Peace treaty in 1951. Japan was accepted back into the international community with the obligations of reparation towards South East Asian countries which got damaged during the war. Since the obligations were not specifically mentioned on the treaty, the Japanese government negotiated and planned with each country's representative for what Japan can do for them. It was mainly focused on infrastructure, such as power plants, ports, railways and so on. Through these constructions, the Japanese government intended to create a positive image in these Asian countries towards Japan, and eventually, these infrastructure helped the Japanese private companies when they expand their business into those countries. (Isao Tanno, 2018)

Despite of other intentions, the people who were overseeing these reparations were mostly the former Imperial Japanese soldiers. They truly thought that they need to support them because of the damage, which basically considered as the Imperial Japan's fault, from the war. Hence, there were mixed ideas behind the reparation. (Mitsuya Araki, 2018)

¹ Candidate countries are determined based on following criteria: "the existence of appropriate strategies, policies and institutional frameworks that ensure capacity to deliver a development co-operation programme; an accepted measure of effort; and the existence of a system of performance monitoring and evaluation" (Organisation for Economic Co-operation and Development, 2020)

Therefore, it seems that there was a moral obligation not only at a national level but also individual level.

The international community started to discuss the North-South Divide². Seeing this discussion, Japan also slowly gets into discussion, and they understood as they need to contribute to support poor countries for global peace. (Mitsuya Araki, 2018)

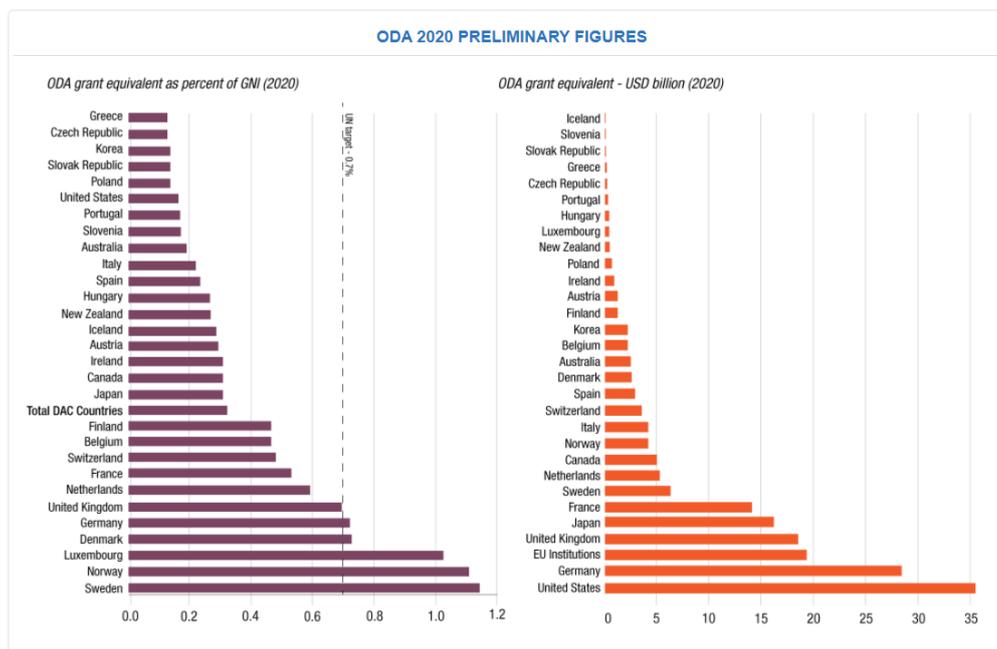
Simultaneously, Japan was associated with the Colombo Plan³ with strong support from United States in 1954, and they started technical cooperation in the same year. (Hiroshi Kato et al., n.d.) In addition to Colombo Plan, the Japanese people noticed the necessity of the technique of maintenance of those infrastructure. At that time, those Southeast Asian countries did not have skills to maintain those infrastructure, therefore they could not fix it by themselves. Japan could let those countries to depend on the Japanese companies to fix it with flowing money back to Japanese business. However, the Japanese government decided to distinguish reparation; supporting by providing infrastructure, and development; improve their capacity. Owing to this flow, despite the fact that the reparations ended in 1976, Japan continuously assisted these countries. Gradually, the Japanese cooperation program shifted to sector-wide approach; comprehensive approach beyond the sector to improve their capability, and eventually it developed as the JICA's works; technical cooperation. (Mitsuya Araki, 2018) Furthermore, improving their capacity was foundation for the Japanese companies to expand their business. This idea still continue current aid strategy.

In this way, reparation from The Second World War was the starting point for Japan to be back in the international community and their international cooperation history. Later the motivation was directed towards global peace and implicitly business interests as well. In this way, Japan developed their international aid and eventually established Japan International Cooperation Agency, the main implementing body of its ODA, focusing on technical cooperation in 1974. JICA expand their network, currently there are 96 offices around the world and they cooperate the Japanese embassy and other related aid organization. In 2020, Japan was the 5th largest ODA donor country and the biggest donor among Asia.

² The The North-South Divide is used to indicate socioeconomic gaps and political categorization.

³ For economic and social development in Asia and the Pacific, the Colombo plan was established in 1951. There are 27 countries as member country. (The Colombo Plan Secretariat, n.d.)

Figure 2.1
ODA equivalent as percent of GNI and total, by country



(Source:OECD, 2021)

Positioning aid in the country?

As I mentioned above, the different histories and interests of each country results in a different delivery system. The largest donor, the United States does not have comprehensive institution for the aid program. Diplomatic motivation within the aid program was spear-headed by the States department during the Cold War and post 9/11 period. Additionally, it has development agency, USAID in a different umbrella. In the case of Netherlands, their development project is driven by both foreign affairs and development cooperation. With this, the NGOs are the main actor/practitioner through the funding by its government. Lastly, the UK and Canada have aid ministries, which are often affected by the prime ministers' decision. Hence, the change in prime minister will affect the policies of the development affairs.

Based on the brief description above, it can be seen that each country positioned its aid differently according to their interests and history of establishment.

2.1.2 New norm? Comprehensive Frameworks for aid industry

Discursive aid industry's strategies among aid donors came up together in late 1990s. They emphasize the need for strengthening the recipient countries' ownership and focus more on the results rather than input. This idea is organized as 'Country-led approach'; recipient countries should be a leader in aid relationship, coordination, and management.

James Wolfensohn at the World Bank introduced Comprehensive Development Framework in 1999 as a common ground for international development industry. At the same time, the United Nations published the United Nations Development Assistance Framework (UNDAF) as a strategic medium-term framework which explains the collective model and response of the "UN system to national development priorities and results"(UN DOCO, 2016). The following table indicates the summary of CDF's three main points of

their framework and relevant response by UNDAF to see how they understand it according to De Haan.

Table 1.1
CDF and UNDAF: The comments on CDF from point of view of UNDAF

	Comprehensive Development Framework (CDF)	Comments and Response by the Development Assistance Framework (UNDAF)
1	<p>Wolfensohn emphasized the need for "longer-term structural and social considerations: to expand education and health, maintain infrastructure, and train official". Since development aid projects tend to focus on "short-term macroeconomic stabilization and balance of payment pressures", he said that development strategies should have long-term and comprehensive vision which is aimed to address social and structural problem in conjunction with promoting economic stabilization.</p>	<p>The long-term and comprehensive frameworks often have a lot of requirements, and it is not feasible. First, the assessment stressed the results of the program, but it is not translated into feasible priority with proper budgets. Hence, their ability to make and use clear policy choices are limited. Second, the evaluation also stressed commitment for capacity building as enabling formulation and implementation of development strategies including institutional development, which is often not affordable with limited budgets.</p>
2	<p>Aid industry should be assessed by outcomes and impacts on the people and their needs, rather than inputs; "results-based management" approach. Inputs and expense should not be too much emphasised when assessing a project, rather the outcome on the ground should be considered more.</p>	<p>The 'results-based management' was considered that it is difficult to define and is demanding because of the lack of technical capacity, statistical data, and analytical tools among recipient countries. Moreover, there were inadequate motivations to work with a results-oriented approach; monitoring and evaluating because it is often more taxing than outputs.</p>
3	<p>The third point is the ownership by recipient countries. This is possible when the program designed through the process of participation in the partnership among stake holders, such as official agency, private sector and civil society is emphasized. To ensure this, the donor and recipient need to put further effort and not just to wait until it will naturally happen. However, unequal power relationship between donor and recipient countries needs to be addressed in order to let recipient countries have ownership.</p>	<p>From the evaluating team's point of view, this did boost the ownership of reforms. However, there are still some spaces for improvement in the program design especially on consultation. The consultations are restricted and are often not completely opened to the public. It tends to end up with governmental agency or the organizations picked by donors and local government. As a result, it still narrows the opportunity of ownership.</p>

(Source: de Haan Arjan, 2009, abstracted by the author.)

CDF aims to encourage coordination in order to improve aid efficiency and quality in the use of financial inputs and outcomes. It was provided as guideline and the aid actors are encouraged to follow it, but each country decides with their priorities, thus, it is thought to be too idealistic. Moreover, despite of the use of UNDAF; a collective model for UN system, its critical response to CDF is applicable to any international aid activities. Hence, this discussion should be recognized broadly among aid industry.

While, Japan emphasised capacity building with their work, that similar idea with the need for **'longer-term structural and social considerations' from CDF**. Moreover, they created its own logical framework (as known as Logframe) as a framework for when they implement the projects. It is created based on United States' framework; the results-based management, which utilized to clarify goals and indicators to measure outcomes. The framework's table shows the outline of the projects that comply the strategy of the project. The elements (the overall goal, project purpose, outputs, activities, and inputs) construct the linked relationships between 1) inputs and expected values of the goals, 2) causes and results and 3) outcomes in the form of indicators prior to the project implementation. Also, it indicates "the important assumptions that may have an impact on the projects success or failure"(JICA-Net, n.d.). Setting the goal first, then think the values of the goal, and identify what needs to be done and detailed activities. Simultaneously, indicators, means of verification and assumptions are discussed. The more realistic hypothesis become the better plan.

In addition to this point, they constantly conduct mid-term evaluation in order to see the outcomes. Based on the evaluation, they discuss their activity with their counterparts, and they reflect it with their future plan. This process will be discussed more in Chapter 3.

Table 1.2
JICA's Logical Framework (Logframe)

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumption
Overall Goal Indirect, long-term effects; impact on the target society	Indicators and target values to measure achievement toward the overall goal	Information sources for the indicators at left	Conditions required for the project effects to be sustainable
Project Purpose Direct effects on the target group and society	Indicators and target values to measure achievement toward the project purpose	Information sources for indicators at left	External Factor which must be met so that the project can contribute to the overall goal, but at the same time, which is uncertain
Outputs Assets and services that are produced through implementation of activities	Indicators and target values to measure achievement toward the outputs	Information sources for indicators at left	External Factor which must be met so that the project can contribute to the overall goal, but at the same time, which is uncertain

<p>Activities</p> <p>Activities to produce the outputs</p>	<p>Inputs</p> <p>(By both Japan and the partner country)</p>	<p>External Factor which must be met so that the project can contribute to the overall goal, but at the same time, which is uncertain</p>
		<p>Preconditions</p> <p>Conditions that must be met before activities begin</p>

(Source: JICA-Net, n.d.)

However, since this framework is an outline of the project, it does not indicate how to increase the **ownership** by recipient countries. Improving a project and its sustainability, ownership is an imperative aspect. Hence, I decided to see how they increase ownership, through the interview that will be discussed later.

2.1.3 Ownership

Before we see how JICA increase the ownership by recipient countries, I will discuss two ideas of ownership.

Ownership as capacity?

According to Harvey Smith, ownership can be also understood as capability that “achieving capacity without direct external support”;

“The process of taking responsibility for one’s own development will lead to strengthening national capacities. The learning process is part of designing, planning and guiding the programs—tasks which the countries must assume. This...trend, which has been adopted in the sector-wide approaches and in poverty-reduction strategies, forgoes traditional technical assistance and enjoins countries to ‘learn to build by building’” (Smith, 2005)

This addresses not only the recipient country’s government but also the key drivers, such as local government, the community and related institutions. For the education program, the driver would be the school, the teachers, the parents and so on. They should actively involve through designing, planning, guiding and decision-making process. However, what if the drivers do not have experience? In that case, how they can actively involve and decide the best solution or decision? This perspective will be deepened in next paragraph.

Ownership as knowledge

Why developed countries want to develop developing countries? Why is a developing country seen as it needs help or gets developed? One of the problematic premises is that developed country assume that their way of development can work as same as in less-developed without considering cultural and environmental background. This is maybe true but who knows?

Joel Samoff (1999) discussed ownership and knowledge in his study ‘Education sector analysis in Africa: limited national control and even less national ownership’(Samoff, 1999). His claim is that there was a little evidence in the research of education done by African governments and researchers. Though African consultants create studies, these are often

undertaken and meant to be as a part of international aid relationship. Not for creating general study or strategy for education sector. Of course, there are more and more African researchers actively involve but still most of the part of studies are dominated the one done by foreigners. For this reason, there is not an adequate number of people who can be responsible for designing and managing African education project. (Samoff, 1999) In addition to this point, we do not hear the voice of actual beneficiaries, such as students, teachers, and parents adequately. They should be invited to express their idea.

Motivation is also important to increase recipients' ownership. In general, motivation is a significant factor for the people to work to achieve their ideal future. To be motivated, the beneficiaries need to have an image that they want to be. Nevertheless, the research and the goal setting are often done by external experts who has experience related to the issue and the region. They are usually allocated by donor agency. Normally those experts spend some time (short or long period depends on his/her expertise in terms of area of study and region) with relevant actors and reviewing data, visiting project sites and so on, as a part of the consultation. (Samoff, 1999) However, even though they successfully understood the local context and their needs, still the power difference remains there and it is difficult to ravel. Hence, it is better if the donor allow more authority with the beneficiaries. Robert Chambers (1994) also stated that the dominance/upper should support them to facilitate from planning process. Doing so, they can understand what they need and conduct their own way of action. Thus, the project should allow beneficiaries lead the research or participate and work together with experts in order to increase recipient's ownership.

The roles of dominant uppers have then to change. From planning, issuing orders, transferring technology, and supervising, they shift to convening, facilitating, searching for what people need, and supporting. From being teachers they become facilitators of learning. They seek out the poorer and weaker, bring them together, and enable them to conduct their own appraisal and analysis, and take their own action. The dominant uppers "hand over the stick", sit down, listen and themselves learn.

2.1.4 Further Discussion

So far, I discussed about international aid industry with the question of what, why and how. Despite different strategies among aid donors, they put effort to improve aid projects more efficiently and sustainably by referring CFD or UNDAF to increase recipients' ownership. However, those ideas are not taking the power balance between donor and recipient into account. De Haan commented on CFD as following,

"Local participation in the process lends legitimacy to the results without seriously challenging external control. The demands of the foreign aid cycle, with its unreasonably high expectations and unrealistically short time frames, can be met." (de Haan Arjan, 2009)

The reason why foreign aid donors want to have control and stick with their strategical cycle is the accountability of their donors; taxpayer or donors (people donated to the donor organization). Donors want to know how their money has been used for what, and whether the aid project achieve the project goal or not. Hence, the donor agencies improve transparency in terms of achievement and its process with their clear strategical cycle. Moreover, they want to have control to prevent having any issues.

In next paragraph, the power balance between aid donor and receiver will be discussed. Furthermore, how it will affect to the dynamic of the relationship, decision making process and implementation process.

2.2 Analytical tool; Power Cube

How can we understand power and use it as an analytical tool? There are many ways of understanding power and debates are going around. In this research, I will employ analytical framework known as 'Power Cube', which is developed by Power, Participation and Social Change team at International Development Studies (IDS), UK, and other colleagues.

*"The power cube is a framework for analysing the **levels, spaces and forms** of power, and their interrelationship. It is useful in letting us explore various aspects of power and how they interact with each other. It lets us visually map ourselves and our situation, including other actors, relationships and forces, and then look at possibilities for movement, mobilization and change. It allows people to plan advocacy and to find entry points for action (Gaventa & Pettit, 2011).*

Power Cube consists of three dimensions and each of these can be seen as continuum or different degree. For example, levels dimensions can be considered as local, national and international of decision making. As well as other dimensions have variety of spaces or forms. Moreover, Gaventa and Prttit discuss as following,

"It is important however to remember that each dimension of the powercube is constantly interrelating with the other, constantly changing the synergies of power. For instance, what happens at global decision-making levels can affect the spaces available for participation and engagement; which spaces for participation are available affect the forms of power within them" (Gaventa & Pettit, 2011)

Following paragraph, I will explain each dimension and its degree.

2.2.1 Understanding Power Cube

Space

- **Closed spaces:** 'Close' means the possibility for the participation. There is still many closed decision-making place where decisions are made by particular people, not including broader actors. Or it can be seen as 'provided' space. For example, elites (like bureaucrats, elected representatives or experts) make policy or services to the citizens without having citizens collective ideas. Hence, many civil societies pressure them to open up spaces by claiming necessity of transparency and accountability.
- **Invited Spaces:** The closed spaces can be more 'opened' spaces, or new spaces may be created which can be called as invited space. For instance, the citizens are invited to the spaces where they discuss or making decisions, by elites or governmental authorities. In this case, the citizens can participate but the places may be restricted by the host. In short, the space is limited freedom for the invited people.
- **Claimed/created spaces:** The spaces claimed/created by less powerful stakeholders from or the people who against the powerful actors can be conceived as claimed/created spaces. This space may be created by group pf people who have common concern or issues and they come together as a result of popular mobilization. In addition, like-minded people come together in common pursuits. In practice, these spaces emerged as movements or community associations, or even people gather naturally outside of the institutionalized.

Comparing these three spaces, we can see the extent of participation within the spaces. Hence, we need to critically analyse who created the space, because the owner of the space

tends to have more control and power within it. As well as the dynamic relationship among participants needs to be observed to understand the dynamic of the space and extent of participation. Moreover, these spaces have the potential to transform. Closed spaces may be replaced by pressure of legitimacy from other level of people, invited spaces can be held by other direction. Similarly, if the people gain their capacity, experience, or skills, they can gain their power which affect other space.

Level

- **Local Level:** Local refers the arenas where people are “able to resist power and to construct their own voice” (Gaventa, 2005)Especially, past two decades, local government became important in the program of decentralization.
- **National Level:** National means national government including other governmental bodies, which is a window which faces both local and global. National level actors are the one officially represents its citizens in international level, it is in charge of decision whether implement international treaties or not.
- **Global Level:** Global level is also considered as international level. The UN, the World Bank are the example of global governance which associated with global treaties and agreements. Regional networks, such as, EU, ASEAN and African Union are at this global level.

Linking power vertically

“Power and authority can move across the level” (Gaventa & Pettit, 2011) For instance, normally the representative of local government (mayor) may go to the national level in order to negotiate some rules, but they can go to global level and express their voice in order to put pressure to their national government via mobilizing pressure from international level. This process is called as ‘boomerang pattern’ of advocacy. (Gaventa & Pettit, 2011)Doing so, the locals can mobilize the real voice from the ground to both national and global level. However, who created this opportunity? Who are they and who are there? Through this question, we can see how the space and level are correlated. For example, if the voice of locals are not well recognized by the UN, they may refuse or control the locals’ voices.

Forms

- **Visible Power:** Visible form of power dynamic are driven by interests. It is visible in the public spaces or decision-making process, such as local government bodies, consultative forums as well as other spaces for collective actions. In this approach, it is assumed that decision-making process by relatively powerless people are, 1) relatively opened for everyone, 2) neutral space and 3) people’s voice would be heard. Hence, visible power assumes that people can see power dynamic by observation and people can mobilize their desire.
- **Hidden Power:** Hidden forms of power refers the power and privilege which is enabled to control “who gets to the decision making table and what gets on the agenda”. (Gaventa, 2005) It’s often manipulated from ‘backstage’. Through these forms of power, choices are limited (as a result, people may be excluded), consequently the discussion is set by biased setting.

Figure 2.2
Hidden Power



(Source:Gaventa & Pettit, 2011)

- **Invisible Power:** Invisible power is called as ‘internalization of powerlessness’, that “shapes the psychological and ideological boundaries of participation”. (Gaventa, 2005) People may be unaware of their rights to speak out or claim rights because those powerless people believe that their circumstance are unchangeable, consequently unquestioned. This belief has been shaped by social system or the dominating. For instance, poor people may think that their poverty is their fault and unchangeable, even though it is changeable.

Form of power shapes the dynamics of the spaces. Where visible power exists, people assume that they may able to mobilize their desires. This also related to how whether they have control of the **spaces** or not, and it depends on the level too. However, if the institute invites people (invited space), the space and agenda may be limited (hidden power). Moreover, the **closed space**, such as, **global level** is not accessible for all the citizens, however, they are not aware that they may have the rights to participate because the feeling of **powerlessness has been internalized**. In this way, three dimensions are interrelated and influence each other with different degree. Hence, we need to assess dynamics of the place from multiple dimensions.

2.2.2. Why power is important when you problematize international aid?

Using the power cube is a useful approach to analyse power dynamic between donor and recipient. Those dimensions help us to understand how the decision making have done in design process and implementation process.

Thinking of space, if the space for designing process was more open to the people in the community, variety of ideas from different positions can be integrated in the design. The space should not hold only by the donors but also, the beneficiaries should have a possibility to claim the space.

This is possible if the discussion is allowed to happen at local level. As I mentioned, ODA is an aid flow between country to country, at national level. However, the project sites tend to be in poor and rural area which are far from where the international discussions are happening. This creates different idea from the people in the international level and local level. Hence, to increase efficiency, the discussion needs to be happening on all the level, international, national and local.

Form of power is also a significant key for aid efficiency and increasing ownership of recipient. Even though the spaces are opened for everyone and is happening on every level, the form of power can limit the extent of participation of beneficiaries. When they plan and make decision for the aid project, they are not able to invite all the people (especially from

local level) and often there is a fixed format for aid projects. In this situation, the voice from locals is hardly mobilized up to decision making process. Moreover, thinking of the structure in the recipient country, maybe the beneficiary's community do not believe that they have a right to claim what they want. As Thongchai Winichaku's idea, 'urban elites' in developing country, if the urban elites come to the village and start aid project, how many villagers would stand to claim their needs?

Concluding the use of power cube approach, if the space were to be more open, all the levels where to occur and be neutral in terms of power dynamic, actual beneficiaries can participate more and mobilize their ideas. In other words, including all the people, especially the locals into planning and decision-making process allow community learn how to build capacity by doing, consequently improve their capability. This capacity can create an opportunity to raise local experts or researcher, eventually, those people can help to create the best strategies for their community. In this way, the recipients' ownerships will be increased by improving beneficiaries' participation.

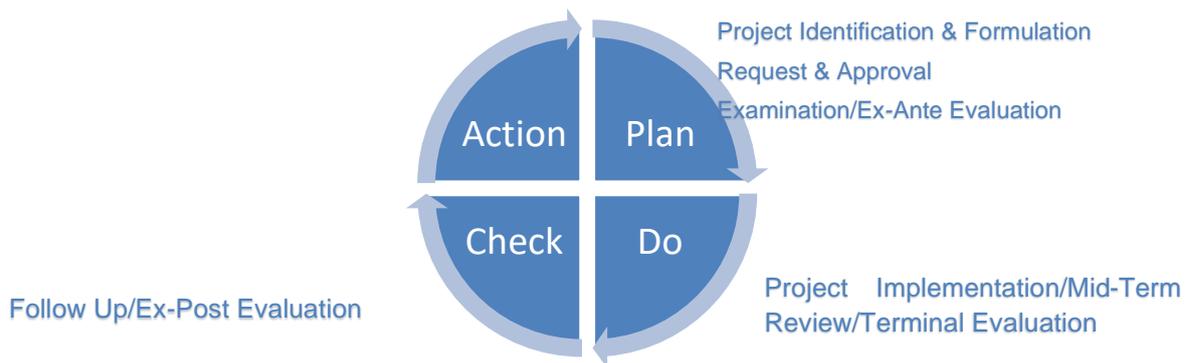
Chapter 3 Analysis

In this chapter, I will present how the JICA's technical cooperation project is delivered. First, the project cycle; PDCA cycle will be explained to show JICA's project cycle strategy. Then, a closer look on each step, such as 'Plan' and 'Do'. Each of the steps will be explained with the detailed steps and the analysis through the lens of power cube approach.

3.1 Project cycle

For the purpose of improving projects and guaranteeing accountability to the Japanese taxpayers, JICA applies PDCA Cycle (Plan, Do, Check and Action) for consistent evaluation through their project.

Figure 3.1
JICA's PDCA cycle



(Source: JICA b, 2021)

Since the REACH-SS is an ongoing project and has not completed its activity yet, I will only discuss its 'Plan' and 'Do' cycle. Combining JICA's official PDCA cycle and information related with REACH-SS, I will illustrate how and when the project was planned and implemented in practice. Additionally, the interviewees who worked in this program helped me understand who were involved in this process and how it has been done. Likewise, they also express their personal thoughts towards this project. The project cycle aligned with JICA's PDCA cycle and related protocol methodically. Despite how neatly the procedure have been done, still, the people have driven and adjusted with the project. Therefore, we can deeply understand how the project actually works in practice, by observing dynamic of actors.

In this section, I divided the chapter into two parts, focusing on 'Plan' and 'Do' process. Each of the steps will start from actual project process and analysis using lens of power cube will follow.

3.2. 'Plan' process

How JICA conduct consultation with recipient's officer for planning process?

How the JICA formulates their project with their partner countries? JICA officially declared that they implement projects based on the request from the recipient country. JICA has country office more than 100 countries in developing country and major international cities such as New York and Paris to tie partnership with International Organization. These offices are the first contact person for the recipient countries to identify and formulate the project. In addition, the JICA country office works close with the Japanese embassy, local government and other donor representatives. This networking allows them to collect rich information which help their partner country and recipient's needs.

3.2.2. Process

'Plan' process is consisted by four steps, 1) project identification and formulation, 2) request and approval, 3) evaluation (the appropriateness of implementation) and 4) implementation (by signing a 'Record of Discussions (R/D)'). The detail of each steps will be explained at below.

1) The first step for technical cooperation is identifying and formulating project by the JICA country office through the discussions with partner's government. As background of this request, JICA explained as following;

"Children with disabilities (CwD) ...are learning at 26 special schools and 704 special education units, which have been placed at regular schools to enhance learning of CwD for future inclusion in regular classes. In addition, 99,024 CwD are learning at regular classes across the country (National Policy on Disability for Sri Lanka, 2003⁴). While access to education is gradually improving especially for children with moderate intellectual disabilities or developmental disabilities including autism, it is likely that children with severe intellectual disabilities, and multiple disabilities become out-of-school children. Besides, it is also a challenge that many teachers involved in the education of CwD do not have sufficient expertise and opportunities to obtain practical teaching skills. For more CwD to access quality education, it is required to improve teaching skills of special education unit teachers, and to promote awareness for CwD among all teachers including those who teach regular classes.

Under such circumstances, the Government of Sri Lanka requested the Government of Japan to implement the technical cooperation project in order to develop inclusive education approach for CwD" (JICA c, n.d.).

Under such circumstance, Sri Lankan government requested REACH-SS to JICA head office through JICA Sri Lanka office in 2016.

2) Secondly, the Ministry of Foreign Affairs of Japan, other related ministries and JICA-discuss based on the request, whether or not to approve the project.

"JICA will examine the project whether it is appropriate as technical cooperation program or not. For instance, the size of the budget or the project needs facility and material rather than experts or not.

⁴ The latest version of National Policy on Disability for Sri Lanka has been issued in 2003. (Ministry of Social Welfare of Sri Lanka, n.d.)

Depends on the content of the project it may be better to be planned as ‘Official Development Assistance Grants’. Moreover, the most significant criteria are that whether the project match for ‘Country Assistance Policy’⁵ or not.” (Sato, 2021)

The ministry of Foreign affairs of Japan prioritize ‘mitigation of vulnerabilities’ for their Sri Lanka’s Country Assistance Policy. (Embassy of Japan in Sri Lanka, 2018)

Approaching children with special needs is conceived as ‘mitigation of vulnerabilities’. In addition, so far, JICA conducted inclusive education project just only two countries; South Africa and Mongolia, and they wanted to promote it more. The schooling system in Sri Lanka is one of the most progressive one among South Asia, with more than 90% of children finishing their compulsory education. Hence one of the respondents considered it a right moment for Sri Lanka and good initiative for JICA to obtain experience. (Sato, 2021) After all those discussions, JICA and ministry of Foreign Affairs approved the project, and the Sri Lankan government was informed with exchanging ‘the note verbale’ between Sri Lankan government and the Japanese embassy in 2017.

3) Thirdly, JICA conducted a detailed planning survey to see the details and expected outcomes of the project in order to comprehensively evaluate the appropriateness of implementation, with five criteria, such as effectiveness, relevance, efficiency, impact and sustainability. (JICA b, 2021) The Human Development Department in JICA that is in charge of the educational project, made up a team (including internal experts who specialized in inclusive education) for this survey and conducted the survey in June 2017. During conducting the survey, they visited project sites with people from Sri Lankan government and Ministry of Education of Sri Lanka. Afterwards, they had a series of discussions with the relevant organizations and counterparts. (JICA b, 2017) Then, developed the ‘Project Design Matrix (PDM)’ based on their original request. (See appendices 1) Ms. Sato describes this process as saying that “basically, the request of the project was created by Sri Lankan people. At the detailed planning survey, they review it with JICA ‘s team members and developed the PDM.” (Sato, 2021)

4) Lastly, owing all the steps, “JICA head quarter and the governmental organization of the partner country (Ministry of Education, Sri Lanka) sign a Record of Discussions (R/D) regarding project implementation, details of activities and necessary measures.” with the PDM. Then, JICA open those record of the meeting and PDM to the public and did a consultancy call in December 2018. Based on these information, the potential consulting companies created and submitted their plan with the list of resource persons to JICA. For REACH-SS, there were three companies that applied with their proposal. JICA evaluated their ability, quality of the proposal and feasibility, but not the price. Unless the difference of the grades between the candidates was very small, they would not open the quotation. After the discussion within JICA, consulting company ‘IDCJ’ has been chosen and made contract with JICA for implementing the project in 2019.

3.2.3 Analysis – degree of participation and effort -

Overall, all the main discussion and decision-making processes are done by JICA and Sri Lankan government within the closed space. It can be said that JICA was the gate-keeper of participation with these process. They decided the degree of Sri Lankan participation

⁵ See appendices 4

based on their protocol. It reminds the 'hidden power'; who gets on the decision-making process. However, there are several steps where both Sri Lankan government and JICA tried to absorb local needs before the decision-making process. Moreover, the focus of this project was designed not directly teaching them inclusive approach but to support them to create their unique system for promoting inclusive education.

Decision-making space

First, with regards to all the decision-making processes and discussions, such as, 1) identifying and formulating project, and 2) the approval process, those spaces were held at national or international level in accordance with JICA's protocol.

Initial request was formulated by the Sri Lankan government. During the formulating process, they may have invited beneficiaries' society or actual actors, such as teachers, to discuss about the request but officially, the request was formulated by the Sri Lankan government (national level) and handed out to the Japanese government (national level). Civil societies were not officially included in this process, moreover, they are not eligible to request aid project directly to JICA. The request needs to be handed through the Sri Lankan government because JICA is a part of Japanese ODA. Thus, the requesting process limited the participation of the citizens. Consequently, the decision making for the approval of the project was done at JICA's head quarter, which is a closed space not only for beneficiaries' community but also the Sri Lankan government. Hence, all those decision-making occurred far from the beneficiaries.

In addition to the space, the decision was made by examining the request's contents with their situation (background of the request) and based on JICA's criteria: 'Country Assistance Policy'. The background of the request is one of the important information to see the situation and examine the appropriateness of the project under the situation of the project site. In the case of REACH-SS, the request was formulated based on the information from '*National Policy on Disability for Sri Lanka*' which issued in 2003. It is a problematic to use the more than 10 years old information as their basis of the request because the circumstance of the project site may be different from when '*National Policy on Disability for Sri Lanka*' was issued.

Overall, examining 'identifying and formulating', and 'approval' process in terms of space as degree of Sri Lankan stake holders participation and the criteria, those processes were most likely controlled by JICA. They are the one having 'hidden power'; who gets on the decision-making process. If the stakeholders were less involved, the project may not suit to the reality. Here, it recalls the discussion of 'local elites' by Thongchai Winichakul. The Sri Lankan people who gets on the decision-making table may not have same idea with beneficiaries, rather their idea may be closer to the Japanese one. The possible result is that those 'local elites' impose their idea to the locals. Moreover, JICA relies on untrustworthy information ('*National Policy on Disability for Sri Lanka*') as a basis of their decision-making whether they approve or not. That is problematic.

Further, the stakeholders would have less motivation or sense of responsibility, especially when the project does not recognize reality well and does not include them in decision-making process. As a result, the project might not be accepted by the local people. Hence, it can be said that if local community have less opportunity and power within the decision-making process, the project may not cause the best changes.

Considering the fact that JICA's work is funded by the Japanese taxpayers, it is understandable why JICA wants to have control. The project needs to be efficient for the recipient and transparent for everyone. To enable this, the process needs to be aligned with the

Japanese ODA policy and it will be well accepted if positive outcomes would benefit Japan as well.

Consultation

We need to take a closer look into the steps before the decision-making. For instance, ‘Country Assistance Policy’ has been created by the JICA workers (both Japanese and Sri Lankans) with discussion with Sri Lankan government. (Ministry of Foreign Affairs of Japan, 2015) Moreover, the PDM is developed through co-working by the Sri Lankan people and the Japanese people based on the request and observation on the project sites, which will be explained in the next paragraph.

Project design

Project Design Matrix for REACH-SS was designed by JICA’s workers and Sri Lankan related organization. Seeing three outputs, we can understand that the project is aimed to support Sri Lankan people to establish the system for inclusive education approach, rather than to teach them technique by Japanese experts. In other words, it can be understood that the project will allow Sri Lankan stakeholders to improve capacity by approaching all level of actors rather than just adopting the Japanese inclusive education method.

First of all, to achieve the overall goal, the guidelines are expected to be developed and officially approved by the Ministry of Education. To ensure this point, JICA emphasized that everyone needs to have common understanding of inclusive education.

The project will be delivered by mainly persons of high position from the Sri Lankan government or related organization. However, the project approaches the teachers of the pilot schools in order to improve their capacity to teaching children with special needs. Eventually their practice will be referred while making guidelines, and further pooled as best practice in platform which will be accessed by teachers from other regions. Therefore, it can be said that the project approach comprehensively from the government level to local level for building capacity. In addition, important assumption (see table 3) pointed out that ‘the teachers unions are not against the diffusion plan’. It implies that the project will take the teachers unions’ opinion into its consideration. The PDM identify the composition that shows who the responsible person is for each activity both for Sri Lankan and Japanese side. Having a common and clear image of the plan and composition will help all the actors to have responsibility for each activity. In this way, the Sri Lankan stakeholders will develop their capacity that will allow the Sri Lankan pilot community to be capable of accepting children with special needs.

In conclusion, if we see the plan process structure-wise, those are mostly controlled by JICA and they control the degree of the participation of Sri Lankan people. Only the people at national level and only limited people who involved directly with the program. The decision-making process from identification to signing with the Record of Discussion regarding with implementation, the space is limited and held within national level. There is no chance for the local people to participate officially. Additionally, the criteria are created by national or international perspectives. Moreover, they used outdated information as their basis of understanding circumstance, which I problematize. However, if we see the trajectory before each of the decision-making process, JICA created a space and a chance to absorb local needs through the discussion and initial research by Sri Lankan officials and JICA workers. Furthermore, the project is designed to improve capacity by approaching government to local level.

Table 1.3
PDM for REACH-SS (abstracted by the researcher)

Narrative Summary	Objectively Verifiable Indicators	Important Assumption
Overall Goal		
The inclusive education approach for children with special needs is diffused all over the country.	1. The inclusive education approach for children with special needs developed by the project is introduced in non-target districts of Western and North Western Provinces and 7 other provinces.	
Project Purpose		
The inclusive education approach for children with special needs is developed	1. The guidelines prepared by the project is officially approved by MOE. 2. Positive changes in the students are found out in more than 80% of the pilot schools. 3. The number of the out-of-school children with special needs decreases in the pilot districts.	1. MOE gives an instruction to other provincial ministries of education on application of the approach developed by the project. 2. The teachers unions are not against the diffusion plan.
Outputs		
1. The system for promoting enrollment of children with special needs is set up in the pilot districts. 2. Capacity of teachers of the pilot schools for teaching children with special needs is developed. 3. Accumulated good practices of the inclusive education approach are referred to mainly by teachers.	1-1. The number and conditions of out-of-school children with special needs are identified by the committee. 1-2. Acceptable recommendations for the pilot schools to accommodate children with special needs are presented by the committee. 2-1. The individual teaching plan for every child with special needs is prepared by teachers of the pilot schools. 2-2. The number of implemented joint activity and learning increases in the pilot schools each year. 2-3. The reasonable accommodations are implemented in regular classrooms of the pilot schools according to the necessity of the children with special needs. 3-1. The reference material of practice cases of the inclusive education approach is developed. 3-2. Practice cases of the inclusive education approach are uploaded in the website of the MOE or NIE.	More than half of the trained officers and specialists remain in the public education system.
Project Activities		
<p>Output 1. The system for promoting enrollment of children with special needs is set up in the pilot districts.</p> <p>1-1. Select pilot schools based on the result on the base line survey.</p> <p>1-2. Specify members and responsibilities of committees for promoting enrolment of children with special needs.</p> <p>1-3. Conduct the committees.</p> <p>1-4. Conduct trainings on development of the basic school infrastructure for the committees, pilot schools, MOE, etc.</p> <p>1-5. Conduct awareness raising activities for parents in the pilot schools.</p> <p>1-6. Prepare the draft guidelines on operation of the committee and facility and equipment of the school.</p> <p>Output 2. Capacity of teachers of the pilot schools for teaching children with special needs is developed.</p> <p>2-1. Conduct a survey on learning of children with special needs in the pilot districts.</p> <p>2-2. Prepare teaching materials for the children with special needs.</p> <p>2-3. Conduct trainings on the inclusive education approach for school principals and teachers of the pilot schools.</p> <p>2-4. Facilitate pilot schools to incorporate the inclusive education approach into the School Development Plans.</p> <p>2-5. Develop draft guidelines on activities with the inclusive education approach.</p> <p>Output 3. Accumulated good practices of the inclusive education approach are referred to mainly by teachers.</p> <p>3-1. Prepare formats for collecting cases.</p> <p>3-2. Conduct trainings on monitoring practices of the inclusive education approach for In-Service Advisors (ISAs) in the target districts.</p> <p>3-3. Collect practice cases of the inclusive education approach.</p>		

- 3-4. Make the draft of the reference materials of the inclusive education approach.
- 3-5. Develop strategies for sharing the project experiences at the national level.
- 3-6. Conduct national seminars to share the project experiences.

(See appendices 1)

3.3 ‘Do’ process

How the JICA implement their project into practice?

How does the JICA and Sri Lankan people from relevant organization work together within the PDM? Identifying and formulating project has been done by the JICA’s workers and Sri Lankan government. On the other hand, in the case of REACH-SS, JICA is outsourcing their project operation to the consulting company.⁶ The consulting company created a proposal and did presentation to JICA to show the detailed plan how they deliver the project based on JICA’s detailed planning survey and PDM. In this section, I will illustrate how the consultants understand project and what they actually do. Additionally, their personal thought towards the project.

3.3.1 Process

‘Do’ process is consisted by four steps, 1) consultancy call, 2) Base-line survey, 3) conduct activities, and 4) monitoring (Mid-Term Review//Terminal Evaluation). The detail of each steps will be explained at below.

1) Teaming up

When the consulting company; IDCJ decided to present their proposal to JICA, they invited some experts in inclusive education in Sri Lanka. These are, a Japanese professor who researched in Inclusive Education in South Asia, and her Sri Lankan colleague. Experts in IDCJ have rich knowledge related with inclusive education and development aid projects in other countries but not in Sri Lanka. Moreover, the approach of inclusive education is broad and different for every country because it is a process to include children with special needs in normal class. For this reason, inviting people who can guide them to find the best approach for Sri Lanka is the ideal way to begin with their inquiry.

2) Base-line survey

Before they actually start their activity, they conduct base-line survey to understand the current situation. According to Honda, they visited pilot (See the Map 1) schools and observed selected 25 children in special education unit and their interaction with teachers. Through this observation, they saw whether the teachers create the Individualized Education Plan (IEP) or not. The IEP is a tool to investigate what kind of difficulty the children have and how the teachers deal with it. After the survey, they barely see the teachers making this plan. Hence, they included training for making IEP in their activity plan. Simultaneously, they also observed the interaction between special education unit and normal class, and the moves from special education unit to normal class. Based on these observations the experts created a detailed plan of the project. (Mr. Honda)

⁶ Depends on the specialty of the project, JICA outsource some part or entire project under the JICA’s supervision.

3) Implementation

Based on the detailed plan, they conduct various activities. They started their project in 2019, and they faced Sri Lanka Easter bombings in April 2019. JICA and the Ministry of Foreign Affairs of Japan (MOFA) strongly discouraged the Japanese citizens to travel there after this incident. Soon after, COVID-19 pandemic made them difficult to travel to Sri Lanka, yet they conducted some activities.

For instance, a group of inspectors consisted by ten officials from the Ministry of Education travelled to Japan to see the Japanese approaches to promote inclusive education system. This program consisted of a variety of learning activities, such as Disability Equality Training, lectures on creation of individualized education plan, and school visits in two progressive cities in Osaka Prefecture and Kanagawa Prefecture to observe how teachers support children with disabilities in mainstream classes. (JICA Sri Lanka Office, 2020) Ms. Sato commented on the most impressive outcome of this program as following,

“During this program, they were asked to create a future plan for inclusive education in Sri Lanka and it is about to be applied to Sri Lanka’s educational plan.” (Ms.Sato)

Aside from activities, the experts and counterparts held online meetings. Within the meeting the counterparts reported how their activities in Sri Lanka went and exchange their idea each other.

4) Monitoring (Mid-Term Review/Terminal Evaluation)

Within JICA’s project, there are mid-term review and terminal evaluation. Each of the monitoring has different purpose and process. To see the impact of their activities, the data from base line survey will be used. (See appendices 2) The project team of REACH-SS may not be able to do all the activities they planned past few years because of the current situation; COVID-19, however, it is essential for them to review their work to see whether the plan is suitable for the current situation or not. Mr. Honda shared me the change in their plan. Originally, the project was planned to improve SEU by guiding the teachers how to make IEP. After seeing the changes among Ministry of Education that promoting inclusive education not only within SEU but also to the normal class, the project decided to approach both teachers of SEU and normal class. Witnessing this change, maybe we cannot exactly call it as result-based approach, but they adjusted it based on the fact that MOE’s changes.

3.3.2 Analysis – form of power: hidden and invisible power-

In the ‘plan’ process, I could not obtain the power dynamics between the Japanese and Sri Lankan side, who are involved in the program. Further, I was only able to gather much data on JICA’s side. On the other hand, thank you to the interview respondents whom have shared with me the details of the project and their thoughts and with this, I was able to see how the project was designed, worked in practice, and difficulties faced from the perspective of the experts.

Ownership as knowledge

‘Hidden Power’ is a one of the dimensions of power cube. John Gaventa states as “who gets to the decision-making table and what gets on the agenda” (Gaventa, 2005) . Seeing the ‘Plan’ process in the previous chapter, I problematized that Sri Lankan stakeholders were not officially included in the discussion and decision-making process. On the other hand, in Do

process, they could overcome this “hidden power”, to some extent. Owing to the fact that in this process, they have hired experts from the recipient country, Sri Lanka. Teaming up project team is one of the important processes for aid donors because experts’ decision is based on their knowledge and experience which will directly shape how they deliver the project through the communication with their counterparts in daily basis. In the case of REACH-SS, the consulting company hired Sri Lankan experts and Japanese experts working in South Asian countries including Sri Lanka itself. Since most of the information, such as paperwork and meetings are delivered in Japanese, it is a little complicated when they need to communicate or translate it into English. Nevertheless, Okada appreciates her assistance as following:

“Ms. Shanika has long experience in education or education for the children with special needs in Sri Lanka. She gave us a lot of insight when we [experts including Ms. Shanika] created the detailed plan and selected pilot schools. She understands the terms of the project well and Sri Lanka’s context. She was able to maintain the balance between what the project can do and what they want to do and maximize the potential. Therefore, I [as Japanese experts] appreciate that she joined this project, even though we faced some communication challenges specifically in terms of language barrier.” (Okada, 2021)

Her existence is also a good advantage to overcome Joel Samoff’s discussion which I explained in Chapter 2 as ‘ownership as knowledge’. He problematized that having less researcher from the recipient country would be inefficient. Moreover, even though they are invited, they are still in the space created by the aid donors which allows “limited freedom for the invited people” (Gaventa & Pettit, 2011). Owing to these facts, REACH-SS employed Ms. Shanika as a team member as same as other Japanese experts, then internalize Sri Lankan’s perspective within the decision-making process. Furthermore, Mr. Honda and Ms. Shanika visited pilot schools together during the base-line survey and exchanged their opinion. This process helped them to have common understanding. To close this discussion, Ms. Shanika played a bridging role connecting Japanese and Sri Lankan by giving feasible advice for the project.

Persistence of power asymmetric.

During the interview, Ms. Sato explained that the Japanese technical cooperation program is not a one-way process. Both the JICA and the Sri Lankan teams are working together for developing the Sri Lankan inclusive education approach, rather than simply applying the Japanese experts’ teaching. Although, I could see that the experts feel difficulty for this cooperation.

Mr. Okada shared the experiences wherein they faced tension among the experts and with the Sri Lankan counterpart. One day, they were having an online meeting for the project, and Mr. Okada questioned everyone whether it is the right thing to provide whatever the recipients requested and/or just follow the plan. Since he was aware of this situation; receiving little feedback is not good. In order to increase ownership, the recipient community need to have image of their goal. To ensure this, they should have more active discussions and try to find the best solution, rather than to simply accept the designed project. However, the project members have never explicitly expressed their opinions for past two years, and Mr. Okada understood it as the Sri Lankan counterparts’ tendency; process peaceably rather than directly express their idea. He problematized this immobilism, which led the tension among them. He said,

“It is easy [for recipient community and us] to just follow what we decided or planned. However, the project will not be sustainable.... We have limited time for the project. Within that limitation,

we [as aid workers] need to encourage them to think what they need, and increase their motivation.”
(Okada)

From this episode I assumed that the counterparts may not be aware that they can express freely, or they hesitate to say. This tendency might be shaped by the structure of the project. In other word, invisible power was existed here.

Similarly, Mr. Honda shared his previous experiences where he was often requested by the recipients to transfer Japanese forefront knowledge to them. He responded them that the Japanese knowledge may not be applicable for other countries, because he is aware that imposing idea from a developed country to a developing country would not be feasible. Consequently, he is also keen to point out that a visit to Japan is not meant as a visit of ‘model’ to be emulated. He shared his concern about Sri Lankan teachers and MOE officers’ experience in Japan when they visited Japanese school, as following,

“[They visited Japanese progressive cities in terms of inclusive education.] Those progressive cities are not Japanese standard of inclusive education. Majority of the schools in Japan are still under the process of developing the inclusive education. I am not sure whether the Sri Lankan Teachers understood that Japan is also still working on the progress of the inclusion process.” (Honda)

In fact, it is a good opportunity for them to see the progressive case, however, they need to carefully examine what is applicable and what is not suitable for the Sri Lankan context. Mr. Okada also expressed that he wants Sri Lankan people to see what the Japanese schools do, not as forefront case but as the country which is in the same situation: under the process of inclusion. Mr. Okada wants to develop Sri Lankan inclusive education system together. Thus, he wants the counterparts to be more critical and give more feedback to find the best solution for Sri Lanka alongside the JICA’s experts through the project.

Nevertheless, both Mr. Okada and Honda know that what is happening is not good, yet they were not sure whether or not they can undo the power relations or not. Counterparts’ immobilism may be constructed by the structure of JICA or aid work in general; donor and recipient. It can be considered as ‘Invisible Power’ within ‘Invited Space’. ‘Invited Space’ refers that they participated where JICA controlled with their protocol. While, ‘Invisible Power’ implies that perhaps the counterparts believed that the project/experts idea is unquestioned. Hence, considering power dynamic, it is difficult to maintain the space equal for all.

Different idea of inclusion

They understood that there is a different idea towards inclusive education system and planned their project acknowledging this difference. To be more specific, the project was designed to improve SEU in order to have more students to be promoted in normal classes, yet the experts were still having a dilemma with this different idea of education system.

“For example, children cannot overcome with their impairments, they need to know how to deal with their impairments. Same as children with intellectual disabilities, they cannot function at same capacity as children who do not have that condition. Of course, there are children who go forward into a normal class, such as blind, deaf and children with disabilities, but I have never seen children with intellectual disability [based on my experience]. I can say that this education system may not work for all the students as what the Ministry of Education expected. However, the idea of education is different in every country, thus I would not expect them to change it, moreover, I respect it.” (Mr. Honda)

Mr. Honda has doubts with their education system and wants the Sri Lankan government to understand this contradiction. At the same time, I was also able to see that he wishes to support their education system respectively. As a result, aside from improvement of SEU, the project, it was also planned to suggest the pilot classes to hold more activities which allow students to have more mutual interaction between SEU and normal class. Doing so, the experts expect that the gap between SEU and normal class will be less, and their education can step forward towards being 'inclusive'.

Conclusion

In this chapter, I discussed REACH-SS's 'Do' process. First of all, inviting Sri Lankan experts allowed experts team to obtain local context. Moreover, Ms. Shanika balanced the term of the project and Sri Lankan context which enable to maximize their project's outcome under the current situation. This assist can be done only by internalize local experts within the expert team. On the other hand, the experts shared with me their challenges in terms of communication. They considered that it is better to have more critical discussion instead of just peacefully follow the project design. However, it is not easy because the power dynamic among them have been embedded within the program and it led recipient's passiveness or immobilism.

Lastly, I observed the experts' effort that tried not to impose their idea of inclusive education, rather create it together. Even though the experts saw the contradiction within Sri Lankan system and did not completely agree with, still the experts respected their system and tried to improve their system together.

Considering those points above, I would like to conclude that teaming up process led positive impact to the project. Inviting Sri Lankan experts give Sri Lankan perspective to the project. However, based on my analysis, more recipients' critical mind-set might possibly led to a better outcome.

Chapter 4 Conclusion

This research was aimed to see how JICA understand beneficiaries' needs through interrogating the flow of technical cooperation project, from the identification of the project to implementation.

In Chapter 1, I have problematized the structural issue of international aid that aid donor tends to have more power than recipients. Therefore, there is a possibility that the donor agency may impose their idea of development project. As an example, I presented the following discussion: developed countries tend to impose their idea or childhood and education on the developing country. Back to the colonial history, colonizers tried to use children as a tool to civilize their colony through the education which does not really recognize local context. On the other hand, the Japan's international aid walked different path from this colonial history. They started as a compensation from WW2, and eventually developed their financial support alongside technical cooperation for human security and peace-building. Moreover, they stated that the project started from beneficiaries' initiative. Hence, considering these characteristics of Japan's international aid, I questioned if Japan's international aid is different from others? To answer this question, I decided to conduct the research.

As a case study, I picked inclusive education project in Sri Lanka, funded by JICA. Before starting the examination, I pointed out that the idea of inclusive education is different from Sri Lankan one and Japanese one. This difference does not mean to be judged good or bad, however, this difference is the key for this study to examine whether JICA is imposing their idea of inclusive education or not. Furthermore, how they understand the difference and balance Japanese context and Sri Lankan context.

In Chapter 2, the overview of international aid and analytical framework; power cube approach were introduced. The focus of this research, ODA is a common term for aid donor country, yet there are many differences in every country, in terms of history, interests and strategies.

In 1990s, Comprehensive Frameworks for aid industry was introduced by two major international organization, World Bank and United Nations. Their framework emphasized on 1) longer-term structural and social considerations, 2) results-based management, and 3) recipient's ownership. Looking at JICA's Logframe and their evaluation system, its protocol is responding 1) longer-term structural and social considerations and 2) results-based management but not 3) recipient's ownership. Ownership has broad meaning, hence, I conceptualized as capacity and knowledge. Capacity refers to "achieving capacity without direct external support" and knowledge refers to knowledge production from recipient country. Here I claimed that less capacity of recipient country diminishes sustainability of the project outcome and less knowledge make recipient country difficult to make a good decision for their community.

Analytical framework: power cube was introduced as a tool to examine power balance between aid donor and receiver. Using the lens of three dimensions of power cube; Space, Level and Form, it enables to see power dynamic among donor and recipient and how much control they have.

Lastly in chapter 3, discussion of international aid and analytical frame work; power cube approach were applied into the inclusive education project in Sri Lanka, namely, REACH-SS.

During the 'Plan' process, I was able to see that the design of the project was well responding the discussion that I explained with CDF and UNDAF. However, the decision-making process was accessible only for limited Sri Lankan people and they may not able to express freely because it was controlled by JICA.

During the 'Do' process, the experts hired Sri Lankan experts, Ms Shanika in order to have Sri Lankan perspective within experts' team. In fact, her insight gave them significant positive influence. However, the Japanese experts shared us their concern that they did not received feedback. They problematized this phenomenon because if they do not receive it, they cannot see whether it is appropriated or not with the reality. Observing their story, I assumed that there is a power structure among them and it makes Sri Lankan counterparts to be critical to the program or Japanese experts. Furthermore, I saw that the Japanese experts were trying hard to overcome this embedded power structure within project, yet difficult to undo.

Reflecting all the discussions above, I conclude that there is a asymmetric power among donor and recipient. It is not created by the stakeholders, but it is already exist within the structure of the project. JICA is the gate-keeper of the decision-making space and recipient is situated within JICA's framework. Consequently, the Japanese experts is struggling undo this asymmetric power within the JICA's framework.

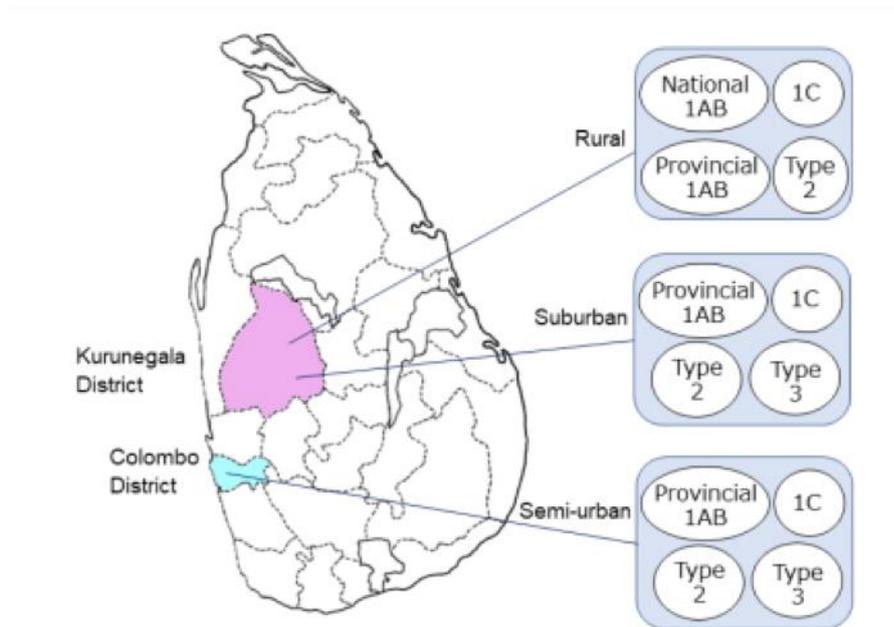
Lastly, I would like to share a quote from the interview here. I asked Mr. Okada whether it is possible to shift his work online or not. And his answer is,

"We can communicate with online communication tool, however, it is not possible. There are many things that I cannot get better understanging from the online tool, such as food, environment and so on."
(Okada, 2021)

The atmosphere (food, environment and so on) of the place is not really related with the project itself. However, I personally sympathized his opinion because I believed that being in the same space and sharing the feeling are the one of the ways to develop relationship. Having good relationship may boost their frank communication which may allow us to overcome power dynamic.

Maps

Map 1.1
Pilot schools' location



(Source: JICA Sri Lanka Office, 2020)

Appendices

Appendices 1 Project Design Matrix

[ANNEX2 PDM]

Project Design Matrix

Project Title: The Project for Strengthening Education for Children with Special Needs through Inclusive Education Approach in Sri Lanka		Version 0			
Implementing Agency: Ministry of Education (MOE)		Dated			
Target Group: Direct beneficiaries; Officers and specialists of MOE, school principals, teachers, students and parents of the pilot schools Indirect beneficiaries; Officers and specialists of the other ministries, etc.		DD.MM.2017 (Signing Date of RD)			
Period of Project: October 2017 to September 2020 (3 years)					
Project Site: Colombo District and Kurunegala District					
Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumption	Achievement	Remarks
Overall Goal The inclusive education approach for children with special needs is diffused all over the country.	1. The inclusive education approach for children with special needs developed by the project is introduced in non-target districts of Western and North Western Provinces and 7 other provinces.	1. National and/or Provincial Diffusion Plan of the inclusive education approach.			
Project Purpose The inclusive education approach for children with special needs is developed.	1. The guidelines prepared by the project is officially approved by MOE. 2. Positive changes in the students are found out in more than 80% of the pilot schools. 3. The number of the out-of-school children with special needs decreases in the pilot districts.	1. MOE's document which indicates official approval of the guidelines 2. Record of the project 3. Statistics of Colombo and Kurunegala Districts	MOE gives an instruction to other provincial ministries of education on application of the approach developed by the project. The teachers unions are not against the diffusion plan.		
Outputs 1. The system for promoting enrollment of children with special needs is set up in the pilot districts. 2. Capacity of teachers of the pilot schools for teaching children with special needs is developed. 3. Accumulated good practices of the inclusive education approach are referred to mainly by teachers.	1-1. The number and conditions of out-of-school children with special needs are identified by the committee. 1-2. Acceptable recommendations for the pilot schools to accommodate children with special needs are presented by the committee. 2-1. The individual teaching plan for every child with special needs is prepared by teachers of the pilot schools. 2-2. The number of implemented joint activity and learning increases in the pilot schools each year. 2-3. The reasonable accommodations are implemented in regular classrooms of the pilot schools according to the necessity of the children with special needs. (*1) 3-1. The reference material of practice cases of the inclusive education approach is developed. 3-2. Practice cases of the inclusive education approach are uploaded in the website of MOE or NIE.	1-1. Record of the committee 1-2. Record of the committee 2-1. Record of the project 2-2. Record of the project 2-3. Individual teaching plan 3-1. Developed material of practice cases of the inclusive education approach. 3-2. Uploaded data of practice cases of the inclusive education approach.	More than half of the trained officers and specialists remain in the public education system.		

(Source: JICA b, 2017)

Activities	Inputs		Important Assumption
	The Japanese Side	The Sri Lanka Side	
<p>1-1 Select pilot schools based on the result on the base line survey.</p> <p>1-2 Specify members and responsibilities of committees for promoting enrolment of children with special needs.</p> <p>1-3 Conduct the committees.</p> <p>1-4 Conduct trainings on development of the basic school infrastructure for the committees, pilot schools, MOE, etc.</p> <p>1-5 Conduct awareness raising activities for parents in the pilot schools.</p> <p>1-5 Prepare the draft guidelines on operation of the committee and facility and equipment of the school.</p> <p>2-1 Conduct a survey on learning of children with special needs in the pilot districts.</p> <p>2-2 Prepare teaching materials for the children with special needs.</p> <p>2-3 Conduct trainings on the inclusive education approach for school principals and teachers of the pilot schools.</p> <p>2-4 Facilitate pilot schools to incorporate the inclusive education approach into the School Development Plans.</p> <p>2-5 Develop draft guidelines on activities with the inclusive education approach.</p> <p>3-1 Prepare formats for collecting cases.</p> <p>3-2 Conduct trainings on monitoring practices of the inclusive education approach for In-Service Advisors (ISAs) in the target provinces.</p> <p>3-3 Collect practice cases of the inclusive education approach.</p> <p>3-4 Make the draft of the reference materials of the inclusive education approach.</p> <p>3-5 Conduct national seminars to share the project experiences.</p>	<p>1. Dispatch of Experts</p> <ul style="list-style-type: none"> - Long-term 2 (Inclusive Education, Awareness Program / Project Coordination) - Short-term (If necessity) <p>2. Training in Japan (10 participants per year)</p> <p>3. Equipment (vehicle, computers, projectors, photocopy machines, video cameras, etc.)</p> <p>4. Operational Cost</p> <ul style="list-style-type: none"> - Cost for hiring the project staff - Travel expense of staff of Japanese side - Printing cost of the draft of the guidelines and materials - Internet, Telephone, etc. 	<p>1. Counterpart assignment</p> <ul style="list-style-type: none"> - Project Director 1 - Project Manager 1 - Provincial Chief 2 - Project Team members <p>2. Administrative cost</p> <ul style="list-style-type: none"> - Travel expenses for training participants for local training - Shared cost for printing guidelines and materials - Necessary costs for training in Japan such as incidental expenses, travel insurance, local transport etc. <p>3. Facility and Equipment</p> <ul style="list-style-type: none"> - Cost of training venue, office space with furniture for JICA experts and supportive staffs - Taxes of the project vehicle etc. 	<p>Pre-Conditions</p> <ul style="list-style-type: none"> - Related organizations such as pre-primary schools and child welfare institutions agree on their participation in the project. - Teachers are assigned for the Special Education Units as planned in the pilot schools. <p style="text-align: center;">▼</p> <p><Issues and countermeasures></p>

*1) Reasonable Accommodation in regular classrooms" include appropriate seating arrangement of the students with Special Needs, adjustment of the curriculum, use of the assistive devices as per disabilities, etc.

(Source: JICA b, 2017)

Appendices 2 Tentative Plan of Operation

Tentative Plan of Operation

[ANNEX3 PO]

Version 0

Dated DD.MM,2017(Signing Date of R

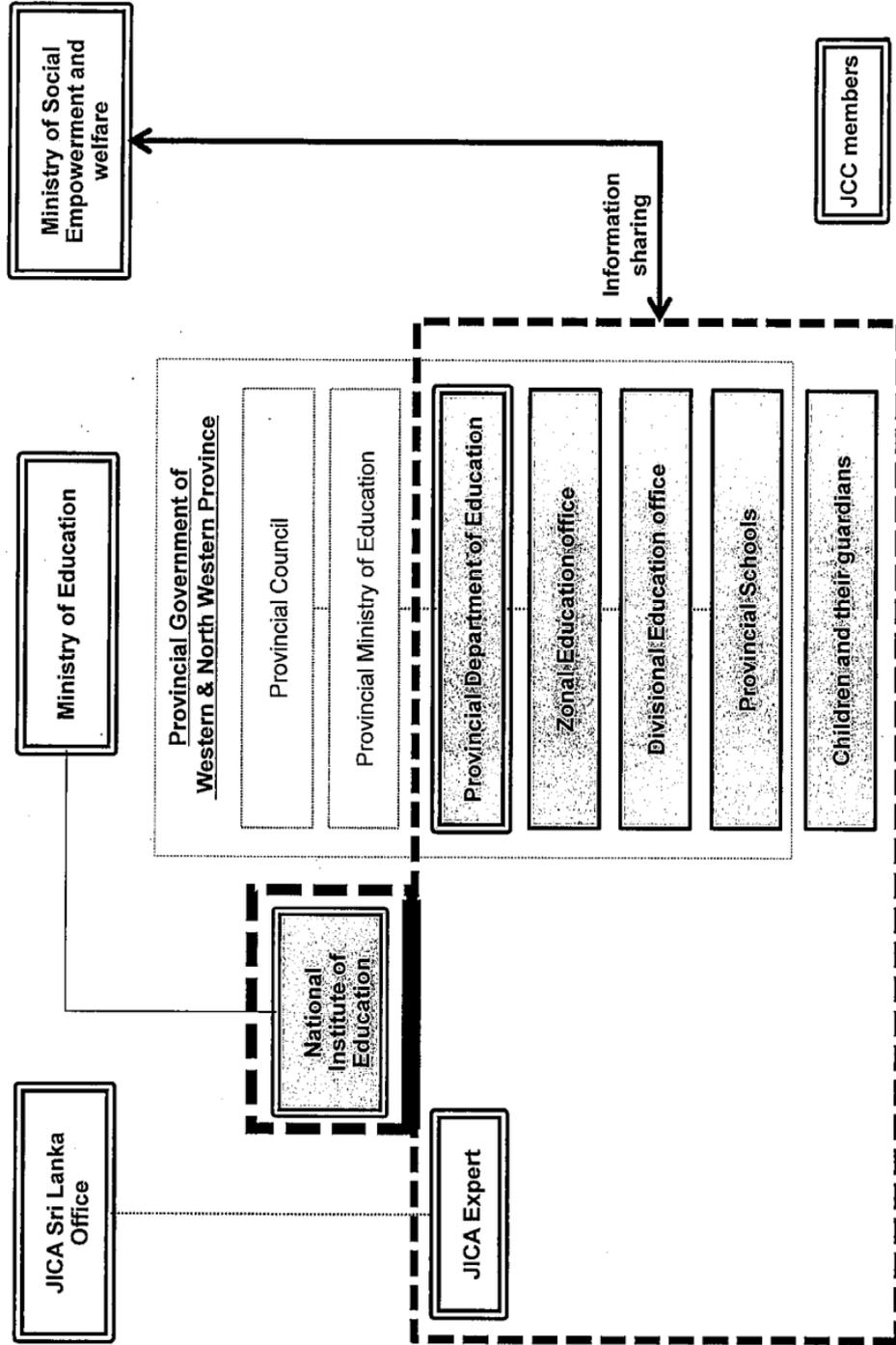
Project Title: The Project for Strengthening Education for Children with Special Needs through Inclusive Education Approach in Sri Lanka										Monitoring										
Inputs	Year	2017				2018				2019				2020				Remarks	Issue	Solution
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4			
Expert																				
Inclusive Education	Plan																			
Actual																				
Awareness Program / Project Coordination	Plan																			
Actual																				
Special Needs Education / Material Development	Plan																			
Actual																				
Teacher Education	Plan																			
Actual																				
Equipment																				
Vehicle, computers, photocopy machine, video camera, etc.	Plan																			
Actual																				
Training in Japan																				
Training for Counterpart Personnel	Plan																			
Actual																				
Activities																				
Sub-Activities																				
Output 1: The system for promoting enrollment of children with special needs is set up in the pilot districts.																				
1.1 Select pilot schools based on the result on the baseline survey.	○ ○ ○	Plan																		
Actual																				
1.2 Specify members and responsibilities of committees for promoting enrollment of children with special needs.	○ ○ ○	Plan																		
Actual																				
1.3 Conduct the committees.	○ ○ ○	Plan																		
Actual																				
1.4 Conduct trainings on development of the basic school infrastructure for the committees, pilot schools, MOE, etc.	○ ○ ○	Plan																		
Actual																				
1.5 Conduct awareness raising activities for parents in the pilot schools.	○ ○ ○	Plan																		
Actual																				
1.6 Prepare the draft guidelines on operation of the committee and facility and equipment of the school.	○ ○ ○	Plan																		
Actual																				
Output 2: Capacity of teachers of the pilot schools for teaching children with special needs is developed.																				
2.1 Conduct a survey on learning of children with special needs in the pilot districts.	○ ○ ○	Plan																		
Actual																				
2.2 Prepare teaching materials for the children with special needs.	○ ○ ○	Plan																		
Actual																				
2.3 Conduct trainings on the inclusive education approach for school principals and teachers of the pilot schools.	○ ○ ○	Plan																		
Actual																				
2.4 Facilitate pilot schools to incorporate the inclusive education approach into the School Development Plans.	○ ○ ○	Plan																		
Actual																				
2.5 Develop draft guidelines on activities with the inclusive education approach.	○ ○ ○	Plan																		
Actual																				
Output 3: Accumulated good practices of the inclusive education approach are referred to mainly by teachers.																				
3.1 Prepare formats for collecting cases	○ ○ ○	Plan																		
Actual																				
3.2 Conduct trainings on monitoring practices of the inclusive education approach for In-Service Advisors (ISAs) in the target provinces.	○ ○ ○	Plan																		
Actual																				
3.3 Collect practice cases of the inclusive education approach.	○ ○ ○	Plan																		
Actual																				
3.4 Make the draft of the reference materials of the inclusive education approach.	○ ○ ○	Plan																		
Actual																				
3.5 Conduct national seminars to share the project experiences.	○ ○ ○	Plan																		
Actual																				
Duration / Phasing																				
Plan																				
Actual																				
Monitoring Plan																				
Monitoring																				
Joint Monitoring	Plan																			
Actual																				
Set-up the Detailed Plan of Operation	Plan																			
Actual																				
Joint Coordinating Committee	Plan																			
Actual																				
Submission of Monitoring Sheet	Plan																			
Actual																				
Monitoring Mission from Japan (consultation and mid-term review)	Plan																			
Actual																				
Reports/Documents																				
Project Progress Report	Plan																			
Actual																				
Project Completion Report	Plan																			
Actual																				
Public Relations																				
Project web Site	Plan																			
Actual																				
Guideline of Inclusive Education Approach	Plan																			
Actual																				

(Source: JICA b, 2017)

Appendices 3
Implementation Structure for REACH-SS

[ANNEX 4]

ANNEX 4: Implementation Structure of the Project for Strengthening Education for Children with Special Needs through Inclusive Education Approach in Sri Lanka



(Source: JICA b, 2017)

Appendices 4

List of Proposed Members of the Joint Coordinating Committee for REACH-SS

[ANNEX 5]

ANNEX 5: List of Proposed Members of the Joint Coordinating Committee (JCC) for The Project for Strengthening Education for Children with Special Needs through Inclusive Education Approach in Sri Lanka

1) Functions

JCC is the steering body of the Project. JCC will meet at least twice a year or whenever necessity arises. The main functions of the JCC are as follows:

- a. Formulate the annual plan of operation of the Project;
- b. Review the overall progress of the Project and achievements of the Project; and
- c. Identify issues that may arise during the implementation of the Project and to propose possible solutions.

2) Composition

Project Director	Secretary of Ministry of Education (MOE)
Project Manager	Director, Department of Non-Formal / Special Education Branch, (MOE)
Provincial Chief	Provincial Director of Education of Western and North Western Provinces
Members (Sri Lanka side)	<ul style="list-style-type: none"> • Representatives from related branches, MOE (Primary Education Branch, Education for All Branch etc.) • Representatives from Social Service Department of Ministry of Social Empowerment and Welfare. • Representatives from the Inclusive Education Branch, National Institute of Education • Assistant Director of Special Education, Provincial Department of Education of Western and North Western Provinces • Representatives from three National Colleges of Education • Other representatives as necessary
Members (Japanese side)	<ul style="list-style-type: none"> • Representatives of JICA Sri Lanka Office • JICA Experts of the Project • Other personnel concerned to be proposed by JICA as necessary
Observers	<ul style="list-style-type: none"> • Representatives from Ministry of Health • Representatives from Ministry of Women and Child Affairs

(Source: JICA b, 2017)

Appendices 5
List of codes for respondents

Name for respondents (Re-named by researcher)	Category	Position/Specialities
1. Sato	Program Coordinator at JICA Sri Lanka Office	
2. Okada	Expert 1, from consulting company	Project Manager/Inclusive Education Policy
3. Honda	Expert 2, from consulting company	Inclusive Education

Appendices 6
Country Assistance Policy to Sri Lanka

Country Assistance Policy to Sri Lanka	
	June, 2013
1. The significance of the assistance to Sri Lanka	
<p>(1) Sri Lanka has historically been friendly to Japan. Japan and Sri Lanka have maintained cordial relations such as cooperation in international arenas since the establishment of diplomatic relations in 1952. Sri Lanka's geographical importance is crucial for retaining Japan's sea lane and also deepening economic ties with Middle-East and African countries along with South Asia.</p> <p>(2) While Sri Lanka has seen steady growth in its various industries such as tourism, it has issues such as improving economic infrastructure including transport and energy, quality of social service in the rural area, and preparedness to natural disasters. In addition, there are areas that need to be developed with its devastated basic infrastructure mainly in Northern and Eastern parts of the country due to the internal conflict over 26 years.</p> <p>(3) Japan's assistance to Sri Lanka not only promotes Sri Lanka's economic growth, but also contributes to the improvement of business environment for Foreign Direct Investment including those from Japan. Japan also promotes Sri Lanka's efforts towards post conflict national reconciliation and economic and social development, and also greatly contributes to the establishment of democracy and stability in whole of South Asia, which would contribute to stabilize maritime transport in the region.</p>	
2. Basic policy(Long-term target): Promotion of economic growth in consideration of emerging regions	
Based on Sri Lanka's basic principle for development, Japan supports the development of basics for promoting further development and stabilization of Sri Lanka's steadily growing economy. Also, based on the history of the conflict and the present status of development, Japan's assistance will focus on equality and fairness with special consideration for Emerging Regions, while paying due attention to its vulnerability to disasters.	
3. Priority areas (Mid-term target)	
(1) Promotion of economic growth	
<ul style="list-style-type: none"> • To further Sri Lanka's economic growth, improvement of domestic distribution of goods from capital areas, upgrading transport infrastructures to promote international connectivity, and provision of a stable distribution of low-price electricity, are necessary. In order to achieve the above, Japan actively supports the improvement of infrastructure in sectors such as transport and energy, paying attention to utilize advanced Japanese technology so as to promote Sri Lanka's economic development and to contribute to improve the business environment of Japanese companies in Sri Lanka. • Japan also pays attention to the promotion of industries which contributes to Sri Lanka's economic growth, including cooperation in the areas of science and technology. 	
(2) Development of emerging regions	
<ul style="list-style-type: none"> • With the economic growth of Sri Lanka, there seems to be widening regional as well as income gap. There are also areas lagged behind due to the effects of the past conflict. Considering these, Japan will assist in fostering agro-based and other industries, agriculture-related infrastructure development in order to promote the livelihoods of the people in emerging regions. • Japan also pays attention to the coastal regions where people live primarily on fishing, and will continue to assist demining activities mainly in the North. 	
(3) Mitigation of vulnerabilities	

- Along with its economic development, actions to mitigate Sri Lanka's vulnerabilities are required. There are needs to improve social service system and disaster management particularly for recurrent heavy downpour due to monsoon as Sri Lanka's characteristics of the island nation.
- Japan will assist in the improvement of the social service system specifically by improving the facilities and capacity building in the health sector. Japan will also assist to improve the efficiency of disaster management system of the Government of Sri Lanka.

4. Other points to be considered

- (1) Japan pays attention to assistance with the consideration of regional and community balances in the country in order to encourage the efforts of Sri Lanka for national reconciliation.
- (2) Japan also pays attention to other development partners' activities, as the World Bank revised its assistance policy toward Sri Lanka in 2012, and in recent years, emerging countries such as China and India actively assist Sri Lanka.
- (3) In order to support the sustainable economic development of Sri Lanka, Japan also pays attention to the environmental conservation. Japan also considers assisting in sectors such as human resource development, including in the area of higher education and the science and technology, in order to support further efficient and appropriate economic and social management of Sri Lanka.
- (4) Japan continues to attach a high value towards public-private coordination and cooperation with NGOs and international agencies.

(Source: Ministry of Social Welfare of Sri Lanka, n.d.)

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