are inserted into host institutions in an isolated way and for too limited periods of time, and thus they achieve very little spillover of efficiency or learning to the host institution as a whole.

By way of solutions, this perspective argues that the aims of technical assistance should be shifted from counterpart training in more or less isolated projects to a long-term, broad-based cycle of organizational learning or capacity building, in which institutional weaknesses are identified throughout an organization and several priority areas upgraded simultaneously. It would be a long-term attack across a broad front, not an attack on an isolated spot in the hope that results would spill over to the rest of the organization.

The notion of widening the goals of TC beyond the more or less isolated project has been carried further still, by seeking to organize projects to contribute not only to the capacity-building of the host institution, but also by building the capacities of entire functional fields. This strategy is pluralistic in that it champions institutional development in the private sector as well as the public sector on the grounds that what matters is a country's capacities, not the government's. The approach therefore seeks to encourage and upgrade the functioning, not only of single institutions, but also of networks of complementary non-governmental and governmental institutions and stakeholders which would cooperate (or in situations of conflict, negotiate) to achieve certain developmental tasks.

In summary, this second approach to explaining success and failure zeroes in on the organization of projects and the relation of projects to the host institution as a whole or to external institutions in related and complementary fields.