

Section 4. Operational Status of the Principle of Assistance Implementation

The main objective of ODA is to contribute to the economic development and improvement of welfare of developing countries.¹ Moreover, since Japan's ODA is sourced by tax revenues, aid must be used in accordance with this objective from the perspective of appropriate disbursement of public funds. Furthermore, Japan's assistance intends ultimately to contribute to the peace and development of the international community through which Japan ensures its own security and prosperity. Therefore, when providing assistance, concern should not be given solely to the demand for assistance by developing countries, but also be given to the overall state of bilateral relations, including such elements as the trends in military expenditures, the efforts to promote democracy and market-based economies, and the state of basic human rights and freedoms extended by these developing countries. Based on the assistance principles of the ODA Charter (Objectives, Basic Policies, Priority Issues, Priority Regions) Japan is providing support by comprehensively taking into account the developing countries' need for assistance, socio-economic conditions, and bilateral relations with the recipient country. It is furthermore provided in accordance with the principles of the United Nations (especially sovereign equality and non-intervention in internal affairs), as well as the following points:

Principles of ODA implementation

- (1) Environmental conservation and development should be pursued in tandem.
- (2) Any use of ODA for military purposes or for aggravation of international conflicts should be avoided.
- (3) Full attention should be paid to trends in recipient countries' military expenditures, their development and production of weapons of mass destruction and missiles, their export and import of arms, etc., so as to maintain and strengthen international peace and stability, including the prevention of terrorism and the proliferation of weapons of mass destruction, and from the viewpoint that developing countries should place appropriate priorities in the allocation of their resources on their own economic and social development.

- (4) Full attention should be paid to efforts for promoting democratization and the introduction of a market-oriented economy, and the situation regarding the protection of basic human rights and freedoms in the developing countries.

<Specific Operations>

For specific operation regarding the principle of ODA implementation, it is vital that judgments are made not by mechanically adhering to a series of set standards, but by comprehensive evaluation on a case-by-case basis that considers the various conditions in the recipient country, such as the background of the need for ODA and past conditions of the country.

In addition, humanitarian considerations for the people in the developing country must also be taken into account. In the event that development aid is suspended or minimized according to the principle of ODA implementation, it is the ordinary people of these developing countries, in particular the impoverished people, that suffer from the most serious impact. Consequently, even in cases in which it has been decided to suspend or minimize development aid, it is necessary to combine such judgment with measures that give special consideration to the implementation of emergency or humanitarian assistance.

● Consideration on the Environment and Society

In promoting economic development, consideration is needed toward environmental burdens and the effects on the local community. Environmentally speaking, Japan has experienced numerous instances of pollution in the history of its own development such as Minamata disease. Based on this experience, Japan implements development aid carefully in order to minimize adverse impacts on the environment. It is also important to give particular consideration on undesirable effects on the socially disadvantaged, such as the poor and minorities. From this perspective, the implementing agencies, formerly JICA and JBIC, established guidelines for addressing impacts on the environment and society.² Equally New JICA, inaugurated in October 2008, maintains vigilance through the use of procedures for preliminary surveys, environmental reviews, as well as monitoring at the implementation stage.

[See page 147 for environmental guidelines.](#)

1 According to OECD-DAC definitions, ODA refers to the flow of funds that meet the following three requirements: (1) that the funds be provided by an implementing agency of government, (2) that the main purpose of the funds is to contribute to the economic development and welfare of developing countries, and (3) that the terms of provision of fund assistance do not place a heavy burden on developing countries and that the grant element constitutes at least 25%.

2 Former JICA, "JICA Guidelines for Environmental and Social Concern" (April 2004) and former JBIC, "The Japan Bank for International Cooperation Guidelines for Verifying Environmental and Social Concern" (April 2002).

● **Avoidance of Military Uses and of Encouragement of International Conflict**

The use of assistance for military purposes or for encouraging international conflict must be strictly avoided. Therefore, Japan does not directly assist the military or military personnel of developing countries through official development assistance. Furthermore, Japan has actively contributed to the fight against terrorism and peace building through development assistance in recent years. However, given that materials provided through assistance by Japan must not be used for military purposes, it is also necessary that the principle of ODA implementation should be considered when assistance is provided for anti-terrorism activities for example.

In granting aid for counter-terrorism, Japan, in 2007, decided upon the implementation of The Project for Enhancement of Communications System for Maritime Safety and Security to supply and install communications equipment at the Philippine Coast Guard. Similarly, Japan supported Malaysia, in enabling the Malaysian Maritime Enforcement Agency and the Malaysian Maritime Police to strengthen overall sea surveillance ability in the Straits of Malacca and the Malaysian territorial waters through the “Project for the Improvement of Equipment for Maritime Security Enhancement.” Regarding equipment and machinery supplied through these cooperative efforts, it is ensured that all support is implemented in accordance with the “Three Principles on Arms Exports.”

● **Response for Promoting Democratization for Ensuring Basic Human Rights and Freedoms**

In dealing with political turmoil in developing countries, there are instances where doubt exists concerning the democratic legitimacy of administrations established after conflict, and where a constitution, which guards against infringements of human rights, is suspended. What is more, there is fear that the basic human rights of the citizens may be infringed by such administrations under undemocratic processes. Japan is cautious and prudent when implementing ODA in such instances. Through this approach, Japan ensures that development assistance is used appropriately and conveys to the recipient country its strong concern

regarding the state of democratization.

Myanmar, for example, is under the tight rule of a military government. Ever since the 2003 incident where Miss Daw Aung San Suu Kyi and others detained by the military authorities, humanitarian projects and other high-urgency human resources development and region-wide democratization projects have been selectively implemented cautiously, with thorough interest and attention being paid to its political situation. However, after the oppression that followed by demonstrations principally by Buddhist monks against the Myanmar authorities, Japan has been much more stringent regarding further consideration of projects. For instance, it announced that it would cease its grant aid program, the Myanmar-Japan Center for Human Resources Development. As pertaining to requesting for national reconciliation as well as rapid progress in the democratization process, Japan considers for economic cooperation with Myanmar in the future.

The human rights situation in Uzbekistan is a source of concern, especially since the Andijan incident that occurred in May 2005.³ However, Uzbekistan positively demonstrated effort in collaboration and partnership with the international community, such as optimistic trends relating to the human rights situation, including releasing of human rights activists as well as ratification of the Convention on the Rights of the Child, and the progress in dialogues with Japan and EU on human rights issues. As a result, EU partially relaxed sanctions imposed on Uzbekistan after the Andijan incident in 2007, and a number of international organizations that halted financial support for the country began to gradually recommence their support. Japan too, has engaged in dialogue with Uzbekistan and continues to encourage efforts to improve human rights in the country, while the future course of economic cooperation is going to be considered.

With regard to the so-called “political killings” issue⁴ in the Philippines, Japan has continuously conveyed its concerns to the Government of the Philippines at various opportunities. President Arroyo strengthens measures aimed at improving the situation, and Japan tries to promote these measures. While closely observing actions by the Filipino government and paying full attention to the

3 In May 2005, a prison and others in Andijan, a city in the eastern district of Uzbekistan, were attacked by force of arms, and a demonstration broke out demanding the administration resign. When security forces tried to suppress the demonstration, they opened fire on the demonstrators, leading to the death of several hundred people (the Uzbekistan government denied the occurrence of a civil demonstration and indiscriminate shooting, and announced that 187 persons had died).

4 In recent years, there have been frequent occurrences of the murder of left-wing activists and journalists. Since there is suspicion of involvement by the military and the police in this series of incidents, these murders are generally referred to as “political killings.”

situation regarding the protection of basic human rights and freedoms in the country, Japan considers the provision of assistance that contributes to the stability and development of the Philippines based on the ODA Charter.

In Fiji, the first ethnic Indian prime minister was elected in 1999, but in May 2000, the assembly was occupied by force of arms by those claiming the political predominance of Fijians. Government Forces Commodore Frank Bainimarama (an ethnic Fijian) declared martial law and temporarily seized administrative authority in order to restore law and order. In July of the same year, a provisional civilian administration was inaugurated headed by an ethnic Fijian Laisenia Qarase and in July of the following year, Qarase was appointed Prime Minister following a general election. He then commenced promoting policy measures advantageous to ethnic Fijians. Amid this situation, Commodore Bainimarama, in December 2006, once again seized administrative authority and achieved a bloodless coup d'état after issuing a declaration of emergency. Subsequently, administrative authority was transferred from the military to the president, and then, Commodore Bainimarama was appointed as Prime Minister, and a provisional cabinet was established.

In order to promote the peace and stability of Pacific island countries, Japan, which considers the establishment

of democratic political institutions and good governance to be important, will closely observe the situation until democratic elections are held in light of these conditions. Japan approached the provisional administration of Fiji on various occasions urging swift restoration of democratic political institutions. With regard to development assistance, Japan, while monitoring the progress of the democratization process, has adopted a policy of giving careful consideration for the time being to the possibilities for implementation of each individual project: (1) projects that contribute to improving the lives of citizens such as aid for education, healthcare, and the socially disadvantaged; (2) projects that help to improve or solve global environmental problems; and (3) region-wide projects that benefit other Pacific island countries.

As well, in July 2008, the Japanese government dispatched a governmental election observation mission, comprising 23 members, for the Cambodian National Assembly Election. Prior to the election, Japan contributed US\$3 million as assistance for National Election Committee of Cambodia of the counterpart funds of the Japanese non-project grant aid. Also, Japanese assistance expanded to training the electorate via the Grant Assistance for Human Security Projects.



Election observation in Cambodia