



Hanoi City Ring Road No. 3 in Viet Nam helps improve transportation facilities and reduce traffic congestion. (Photo: Satoshi Takahashi / JICA)

## Section 1

## The Trajectory of Japan's ODA

Sixty years have passed since the start of Japan's technical cooperation to Asian countries after joining the Colombo Plan<sup>1</sup> in 1954. Over the past 60 years, from shortly after World War II ended, through Japan's high economic growth period and until the present day, Japan's ODA has played a significant role in Japan's contribution to regional and global issues as a responsible member of the international community in establishing peace and prosperity of Japan. This section takes a look back at the history of the 60 years of Japan's ODA.

### 1. The Beginning of Japan's ODA (1950s-1960s)

During the early years, most of Japan's ODA was implemented in parallel with postwar settlements in

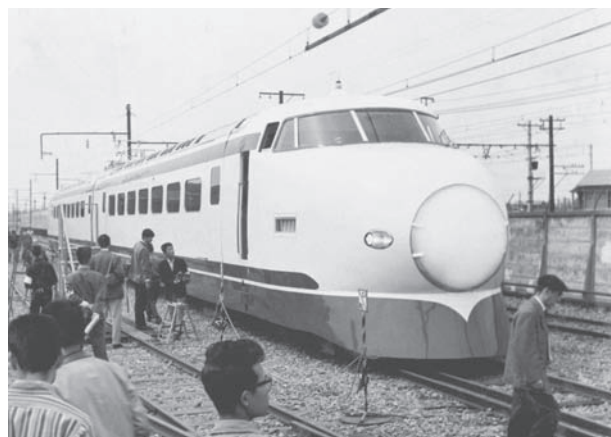
the form of reparation payments. The Agreement on Reparations and Economic Cooperation was signed with

Note 1: The Colombo Plan, which was proposed in 1950, is a cooperation mechanism for supporting economic and social development of countries in the Asia-Pacific region. As a member of the organization, Japan began providing technical cooperation from 1955 in the form of acceptance of training participants and dispatch of experts.

the Union of Burma (now Myanmar) in 1954. This was followed by the signing of reparation agreements with the Philippines, Indonesia, and the Republic of Viet Nam (South Viet Nam). As part of Japan's postwar settlements, economic cooperation and other supports were extended to Cambodia and Laos, which relinquished their rights to reparations from Japan, as well as to Thailand, Malaysia, Singapore, the Republic of Korea, and the Federated States of Micronesia. At the same time, Japan began to provide economic cooperation that was unassociated with postwar reparations, including technical cooperation through the aforementioned Colombo Plan, along with ODA loans, the first of which was provided to India in 1958. The provision of economic cooperation in parallel with reparations was expected not only to help with the implementation of postwar settlements, and in turn, improve relations with neighboring Asian countries and elevate Japan's international status, but also to contribute to the revival and growth of the Japanese economy by expanding the export market.

At this time though, Japan was still a recipient of foreign aid. Japan received U.S. assistance since the period of postwar occupation. From the 1950s through

the 1960s, Japan borrowed funds from the World Bank for the development of many sectors, such as the steel, automobile, shipbuilding, electricity, and road sectors. Infrastructures familiar to the Japanese people, such as the Tokaido Shinkansen, the Tomei and Meishin Expressways, and the "Kurobe Dam<sup>2</sup>," were built with the international community's assistance. Such assistance laid the foundation of Japan's postwar high economic growth.



In 1962, a prototype train for the Tokaido Shinkansen Line (class 1000) was completed and displayed to the public at a Japanese National Railways facility in Kawaguchi City, Saitama Prefecture. (Photo: Kyodo News)

## 2. The Expansion and Diversification of Japan's ODA (1960s-1980s)

From the late 1960s through the 1970s, the world's expectations for Japan's ODA increased along with Japan's rising economic power and international status. Against this backdrop, Japan's ODA expanded in quantity, and furthermore, its purpose and programs gradually shifted away from the initial focus on postwar settlements. Japan's cooperation diversified in scheme, with the provision of food aid<sup>3</sup> starting in 1968 and the Grant Aid for General Projects<sup>4</sup> commencing in 1969. Japan became the world's fourth largest donor in 1972 and went on to steadily expand its ODA quantitatively. As regards the ODA recipient regions, a shift began to be seen from the focus on Asia, to a greater coverage of the Middle East, Africa, Latin America and the Caribbean, and Oceania.

During this period, Japan developed an ODA evaluation system stemming from the growing international interest in aid effectiveness and evaluation. A system of ex-post evaluation of individual projects was established at then-Overseas Economic Cooperation Fund (OECF) in 1975, the Ministry of Foreign Affairs (MOFA) in 1981, and the Japan International Cooperation Agency (JICA) in the following year. The evaluation findings began to be made public as

part of the government's accountability to the people.

Even into the 1980s, Japan's ODA continued to expand in parallel with Japan's strong economic performance. In 1989, Japan surpassed the United States of America to become the world's largest donor, with Japan's net ODA disbursements<sup>5</sup> reaching \$8.97 billion. In the 1990s, the ODA amounts of major donors began to decline with the demise of the Cold War regime. Japan steadily increased its ODA budget in the meantime; Japan continued to be the world's top donor in terms of quantity almost throughout the 1990s, and continued to disburse approximately 20% of the total ODA contributions of the members of the Development Assistance Committee (DAC). Japan's ODA programs diversified mainly in the areas of agriculture, health, and education. In 1989, the Grant Assistance for Grass-Roots Human Security Projects (called "Small-scale Grant Assistance" at its inception) was launched to provide funding necessary for comparatively small-scale grassroots projects that directly benefit local people. In this way, Japan's partnership with a variety of partners, including domestic and overseas NGOs, continued to expand.

Note 2: A dam built in the upstream area of the Kurobe River in Toyama Prefecture.

Note 3: Assistance that provides funds in grant form to developing countries facing food shortages for the purchase of foods.

Note 4: Grant aid is a form of financial assistance extended to a developing country or other recipients without an obligation for repayment. Grant Aid for General Projects is assistance provided for the implementation of projects in areas such as basic human needs and education (e.g., building of hospitals and schools and procurement of equipment).

Note 5: As ODA disbursements include loans, gross ODA disbursements are differentiated from net ODA disbursements, which are gross ODA disbursements minus the loan repayment amount.

### 3. Initiatives as the Top Donor (1990s)

In the 1990s, the end of the Cold War and the advancement of globalization brought to light new issues facing the international community, and various questions were raised with the existing model of development assistance. In particular, peacebuilding, democratization, and governance emerged as new issues that development assistance needed to address. Amidst widening disparities on a domestic and global scale, there was an increasing advocacy for the importance of reducing the poverty of those left behind. Moreover, there were growing calls for further responses to global issues including the environment.

In this context, in 1992, Japan formulated its first ODA Charter, a comprehensive document on Japan's mid- to long-term assistance policy. The ODA Charter presented the basic philosophy of Japan's assistance as follows: (1) humanitarian considerations; (2) recognition of interdependence among nations; (3) environmental conservation; and (4) support for the self-help efforts of developing countries towards economic take-off. Further still, the ODA Charter affirmed that ODA would be provided by paying full attention to recipient countries' situation, including military expenditures, democratization, and the situation regarding the securing of basic human rights.

Japan became the top donor in terms of quantity, and its ODA began to assume greater visibility in various regions of the world. Representative examples of such Japanese initiatives are: Japan's assistance for the rehabilitation, reconstruction, and democratization of Cambodia following its achievement of peace in 1991; and the Tokyo International Conference on African Development (TICAD) process that was kicked off with the holding



A fish market in Dar Es Salaam, one of the largest cities in Tanzania that faces the Indian Ocean. It was built through the grant aid of Japan in 2002. (Photo: Shinichi Kuno / JICA)

of the first TICAD meeting in 1993. In the wake of the 1997 Asian financial crisis, Japan pledged up to approximately \$80 billion in assistance in relevant countries. This assistance made use of ODA, including assistance based on the New Miyazawa Initiative and special ODA loans, as well as Other Official Flows (OOF). Through such initiatives, Japan spearheaded

international assistance in the Asian region.

Japan's ODA was also at the helm of international efforts to tackle global issues, such as the issues of the environment, population, and infectious diseases. Representative examples include: the Kyoto Initiative, Japan's initiative to assist developing countries for combating global warming, which was announced during the Third Conference of the Parties to the United Nations Framework Convention on Climate Change (COP3) in Kyoto in 1997; the Initiative on Women in Development (WID) which was unveiled during the Fourth World Conference on Women in Beijing in 1995; and the Okinawa Infectious Diseases Initiative, an assistance package for fighting infectious diseases totaling \$3 billion over five years that was announced at the G8 Kyushu-Okinawa Summit in 2000.

Around this time, Japan further broadened the sphere of ODA partnership with partners, including NGOs, universities, and local governments. In 2000, the Japan Platform (JPF) was launched for the provision of more efficient and prompt emergency humanitarian assistance through the partnership and cooperation of NGOs, the business community, and the Government of Japan.

In addition, Japan played a leading role in the international community's establishment of development goals. The Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) formulated the so-called DAC NEW Development Strategy – “Shaping the 21st Century: The Contribution of Development Co-operation” – in 1996. Japan led the discussion for the formulation of the Strategy, and the philosophy and policy that Japan's ODA had underscored in its development cooperation were integrated into the Strategy, such as principles of “ownership” and “partnership” (see page 6), and the importance of institution building, capacity building, and comprehensive approach. In the process of formulating the Strategy, Japan proposed the introduction of numerical targets (International Development Goals [IDGs]) related to poverty reduction and basic human needs (BHN). This in turn led to the establishment of the Millennium Development Goals (MDGs) (see ODA Topics on page 42).

Amid the increasingly severe financial situation in Japan, however, Japan's ODA budget began to decline from FY1998 (initial budget base). In 2001, Japan gave up its position to the United States as the world's No. 1 donor in terms of quantity. Accordingly, it became ever more important for Japan's ODA to be implemented efficiently and effectively.



## 4. Addressing the New Development Challenges of the 21st Century (2000s-Present)

At the turn of the century a decade after the Cold War ended, the world regrettably saw a further rise in the outbreak of conflicts. Terrorist attacks occurred in the United States in 2001, followed by the use of force against Afghanistan and Iraq. Under these circumstances, the international community began to confront broad and complex challenges in the areas of counter-terrorism, peacebuilding, and governance. Human security emerged as a critical issue in this regard, namely, the question of how to protect people faced with threats, such as conflict and extreme poverty. Global challenges, including the environment, health, and disaster risk reduction, have become more diversified. Meanwhile, more private flows have been heading to developing countries in pursuit

of new investment destinations. Emerging economies, such as China and Brazil, are playing a bigger role.

While Japan is no longer the world's top ODA donor in terms of scale, as one of the major donors it continues to spearhead development works in the Asia-Pacific region and the international community amidst a largely changing international environment, together with other countries, such as the United States, the United Kingdom, Germany, and France. In the ODA Charter that was revised for the first time in 11 years in 2003, the perspective of "human security" was added, and "poverty reduction," "sustainable growth," "addressing global issues," and "peace-building" were identified as ODA priority issues.

### (1) Contribution to International Development Cooperation Trends

Japan has proactively contributed to the creation of international ODA trends, while adapting to the changes in the international environment. After the 1994 Human Development Report of the United Nations Development Programme (UNDP) took up the concept of human security for the first time, which, as noted earlier, was considered one of the international priorities of the post-Cold War era, Japan has been actively advocating for this concept on various instances and promoting its further acceptance by the international community. For example, Japan led the initiative to establish the United Nations Trust Fund for Human Security in 1999 and contributed approximately ¥42.8 billion to the Fund up to December 2013. Through this Fund, many projects were implemented, including programs that repaired schools and hospitals in post-conflict Kosovo, rebuilt informal settlements in provincial cities in Afghanistan, and established One-Stop Centres to

counteract Violence against Women in South Africa (up to December 2013, the Fund supported 223 projects). Japan has been thereby leading international efforts by taking concrete actions in countries and regions where the human security of individual is threatened by such causes as conflict and disaster.

Gradually, concepts outlined in the basic philosophy and policies of Japan's ODA Charter and other documentation, which grew out of Japan's experience with post-war reconstruction, subsequent economic growth, and providing assistance to Asian countries, gained currency in the international community. The basic view that the recipient country's self-help efforts and "ownership" are important above all else for the growth of the country, and that the role of donors and international organizations is to support this endeavor through "partnership," has consistently formed the foundation of Japanese assistance.



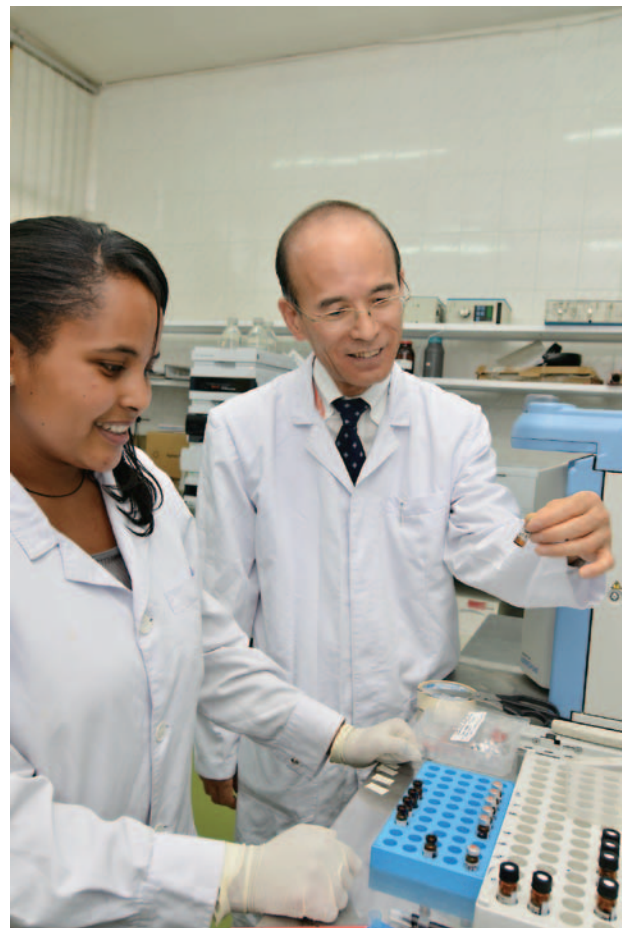
Prime Minister Shinzo Abe delivering an address regarding "the development of society that places people front and center, and promotion of human security" at the 69th session of the UN General Assembly in September 2014.  
(Photo: Cabinet Public Relations Office)

Since the 1990s, Japan has been proactively advocating the importance of “ownership” and “partnership” at international fora, including the aforementioned TICAD process. Moreover, Japan has been consistently giving priority to cooperation in the areas of economic infrastructure development and capacity building to support the sustainable economic growth of developing countries. The premise is that such cooperation will in turn create employment opportunities and income in these countries, which will have a major impact on poverty reduction. In recent years, these concepts have been visibly reflected in international conferences and the development concepts of other donors.

Japan also played a critical role in establishing the MDGs. As mentioned above, Japan led the OECD-DAC’s initiative to establish the IDGs, the precursors to the MDGs. The concepts of human security and developing country’s “ownership” advocated by Japan formed the basis of the goals that make up the MDGs, such as poverty reduction. The 2000s, which included the adoption of the Paris Declaration on Aid Effectiveness in



The new Chao Phraya River Crossing Bridge under construction in Nonthaburi Province in the northeast region of Bangkok, Thailand. (Photo: Shinichi Kuno / JICA)



Mr. Yoshio Izawa, who is in charge of the Project for Strengthening of Agricultural Pesticide Residue Analysis System, guiding an assistant to detect agricultural pesticide residues in Ethiopia. (Photo: Takeshi Kuno / JICA)

2005, saw progress in international initiatives to enhance aid effectiveness, which involved the participation of developed countries, developing countries, international organizations, and the civil society. It has been reaffirmed time and time again that the fundamental principle of developing country’s “ownership” underlay this trend. Furthermore, the policies of international organizations, including the World Bank and International Monetary Fund (IMF), and of other donors have increasingly adopted the approach of prioritizing sustainable economic growth for poverty reduction.<sup>6</sup> At international meetings on aid effectiveness and other fora, “triangular cooperation” that Japan has consistently implemented since the 1970s, i.e., cooperation in which developed countries collaborate with developing countries to support other developing countries, has received growing attention as a means for realizing effective aid while maximizing the “ownership” and strengths of developing countries.

Note 6: The Communiqué adopted at the 87th meeting of the Development Committee of the World Bank and IMF held in April 2013 states as follows: “Achieving this goal (of reducing extreme poverty) will require strong growth across the developing world, as well as translation of growth into poverty reduction to an extent not seen before in many low income countries.”



## (2) Japan's Leadership in the International Response to Diverse Issues

Japan has exercised leadership in tackling issues of various sectors that have emerged in the new international environment of the 21st century.

### ● Health

Japan has consistently taken leadership in the area of health, which has seen various challenges arise with the advancement of globalization, including infectious diseases. As noted earlier, at the G8 Kyushu-Okinawa Summit in 2000 held under Japan's presidency, Japan for the first time identified infectious diseases as one of the main items on the agenda of the G8 summit, and unveiled the Okinawa Infectious Diseases Initiative. This paved the way for the establishment of the Global Fund to Fight AIDS, Tuberculosis and Malaria (the Global Fund) in 2002 (see Part II Health on page 39). Japan not only played a leading role in the establishment of the Global Fund, but has also contributed actively to it while playing a central role in the Fund's operation and management as a member of the Board.

The G8 Hokkaido Toyako Summit in 2008, which marked halfway to the deadline to achieve the MDGs by 2015, discussed the importance of new cooperation focusing on health, as well as the sharp increase of global food prices. The Summit compiled the Toyako Framework



Mr. Raita Tamaki, an expert, conducting home visits with a nurse to investigate the actual conditions of respiratory infections in children in the Philippines  
(Photo: Mika Tanimoto / JICA)

for Action on Global Health, which outlines the principles for action related to health. Members agreed on actions for health systems strengthening, including infectious disease programs, maternal and child health programs, and the development of health workforce. In May 2013, Japan launched Japan's Strategy on Global Health Diplomacy. In the Strategy, Japan prioritizes global health in its foreign policy, and promotes universal health coverage (UHC) that allows all people to have access to the essential health services they need without suffering financial hardship.



Minister for Foreign Affairs Fumio Kishida addressing a speech at the side event of the 69th session of the UN General Assembly "Delivering on Universal Health Coverage (UHC)" in September 2014.

## ● Disaster Risk Reduction

As Japan has experienced numerous natural disasters, including the Great Hanshin-Awaji Earthquake in 1995 and the Great East Japan Earthquake in 2011, Japan has proactively led the disaster risk reduction effort of the international community, sharing with the world its experiences, lessons learned, and disaster risk reduction technology. Japan has hosted the UN World Conference on Disaster Risk Reduction since its first conference in 1994. At the second conference held in Kobe in 2005, a ten-year international disaster risk reduction guideline through 2015, the Hyogo Framework for Action, was adopted,

which has served as disaster risk reduction guidelines in other countries (see ODA Topics on page 92). In addition, in response to disasters around the world, including earthquakes, typhoons, and flooding, such as Typhoon Haiyan (Japanese name: Typhoon No. 30; Filipino name: Typhoon Yolanda) which hit the Philippines in 2013, Japan conducts relief activities through emergency humanitarian assistance and also provides recovery and reconstruction assistance. Japan also supports the disaster risk reduction initiatives of developing countries.



State Minister for Foreign Affairs Minoru Kiuchi announcing Japan's intention to actively cooperate in international disaster risk reduction efforts, at the Second Arab Conference on Disaster Risk Reduction held in Egypt in September 2014.



Advisor of Landslide Mitigation Project, Mr. Yoshiaki Nagai and Mr. Hitoshi Nakazawa (both experts), investigating the landslide affected area in the Abay River Gorge in Ethiopia. (Photo: Kenshiro Imamura / JICA)

## ● African Development

TICAD, with its first conference in Tokyo in 1993, is an example of an international framework that Japan developed independently from zero, with a view to increasing development effectiveness in Africa. TICAD has served as a pioneering forum for discussing African development with wide-ranging partners, including African countries, development partner countries, international and regional organizations, the private sector, and representatives of the civil society such as NGOs. Since the first conference, five summit meetings have been co-organized in Japan every five years with the UN, UNDP, the World Bank, and the African Union Commission (AUC)<sup>7</sup> under the leadership of the Japanese government. At the fifth conference (TICAD V) in 2013, Japan played an active role in promoting the international community's initiatives for Africa, a continent that aims to overcome its many problems such as conflict and poverty through growth. For example, Japan committed up to approximately

¥3.2 trillion, including approximately ¥1.4 trillion in ODA, in public-private initiatives. Arrangements are being made to hold the next TICAD in Africa.



At the First TICAD V Ministerial Meeting held in Cameroon in May 2014.

Note 7: An executive organization of the African Union (AU), a regional body with 54 African member countries and regions. The AUC represents the AU overseas, proposes policies and legislation, and enforces decisions.



## ● Support for Small Island Developing States (SIDS)

Small Island Developing States (SIDS) refer to developing countries whose national territory consists of small islands. Such countries are easily affected by disadvantages stemming from their small populations and scattered islands as well as rising sea levels caused by global warming. They are susceptible to damage from typhoon and other natural disasters. Due to their vulnerabilities, sustainable development is a far greater challenge for SIDS than for other developing countries.

Japan has hosted the Pacific Islands Leaders Meeting (PALM) every three years since 1997, attended by the leaders and representatives of the Pacific island countries, Australia, and New Zealand. Japan launched this initiative to promote continuous commitment in cooperation with the Pacific island countries to responses to natural disasters,

measures to cope with environmental problems and climate change, protection of the maritime environment, and addressing challenges such as sustainable development. Six leaders' meetings have been held to date.

Through 2014, Japan has also held four Japan-CARICOM Ministerial-Level Conferences with the Caribbean Community (CARICOM)<sup>8</sup> comprised of many SIDS since the first conference in 2000, and the first Japan-CARICOM Summit Meeting was held in July 2014. These meetings have addressed various development issues particular to SIDS. In September 2014, when the Third International Conference on SIDS was held in Samoa to discuss the issues confronting small island states, Japan pledged assistance for the conference's success, including assuming the costs of holding the conference.



A Japan Overseas Cooperation Volunteer (tourism education), Mr. Takahiro Hamagawa, conducting research in a waste disposal site to improve the waste collection system in Pohnpei, the Federated States of Micronesia. (Photo: Miki Toukairin / JICA)



Prime Minister Shinzo Abe delivering greetings at the dinner hosted by the prime minister and Mrs. Akie Abe on the first day of the ASEAN-Japan Commemorative Summit in December 2013. (Photo: Cabinet Public Relations Office)

## ● Support for Strengthening ASEAN Connectivity

Japan and ASEAN have forged close cooperative relations over 40 years for the realization of peace, stability, development, and prosperity in the region. Japan's assistance through all the years cover a range of assistance types, from assistance that contributes to the development of farming villages and rural areas and to narrowing the development gap including health and education, to assistance aimed at large-scale infrastructure development, human resources development, and institutional development. This assistance constitutes the bedrock of the current dynamic growth of ASEAN countries.

ASEAN aspires to establish the ASEAN Community in 2015 and identifies enhancing intra-regional connectivity as an absolute priority. Japan has supported ASEAN's efforts to strengthen connectivity by drawing on Japan's

experience with infrastructure development and improving the investment environment, from the viewpoint that turning a united ASEAN into a hub for regional cooperation is essential for the region's stability and prosperity. The Meeting between the Japanese Task Force on Connectivity and ASEAN Connectivity Coordinating Committee has been launched. Japan provides assistance for both hard and soft infrastructures that contribute to enhanced regional connectivity, while attaching importance to dialogue with ASEAN. At the ASEAN-Japan Commemorative Summit Meeting in December 2013, Japan pledged ¥2 trillion over five years based on the pillars of strengthening connectivity and narrowing the development gap. Japan will continue to enhance its supports for ASEAN.

Note 8: A regional organization with 14 Caribbean member states and 1 member region. The goal of CARICOM is to achieve economic integration in the region. It coordinates the foreign policies among member states, implements common service programs, and extends cooperation for social, cultural, and technical development.



## ● Peacebuilding

Japan has made a variety of contributions also in the area of peacebuilding.

Japan has consistently been assisting Afghanistan to ensure that it becomes a self-reliant country and does not become a hotbed of terrorism once again. Under Japan's initiative, the first International Conference on the Reconstruction of Afghanistan was held in Tokyo in 2002. Japan has been supporting Afghanistan's efforts to enhance its capabilities to maintain security, reintegrate ex-combatants into society, and achieve sustainable and self-reliant growth of Afghanistan. Japan's assistance to Afghanistan between October 2001 and April 2014 amounts to approximately \$5.4 billion. In July 2012, Japan and Afghanistan jointly held the Tokyo Conference on

Afghanistan and released the Tokyo Declaration, which outlined a new partnership between Afghanistan and the international community.

Japan, furthermore, has been actively involved in the peace process in Mindanao, the Philippines, where clashes between the government and Islamic rebel groups continued over many years. Japan dispatched JICA development experts to the International Monitoring Team (IMT) for the Mindanao Peace Process, conducted a scoping survey on the assistance needed in the conflict-affected regions, and translated the survey findings into assistance via ODA in such sectors as education, health, and agriculture. Since 2013, Japan has extended assistances



In November 2014, female Afghan police cadets traveled to Turkey to attend training that was provided through the support from Japan. At the International Airport in Kabul, the capital city of Afghanistan. (Photo: Kyodo News)

such as institutional building assistance for the new autonomous government and human resources development assistance, looking ahead to the establishment of peace in Mindanao. These supports have earned a high reputation among the local people and government. A comprehensive peace agreement was signed between the government and the Islamic group (MILF: Moro Islamic Liberation Front) in March 2014.

As these representative examples demonstrate, in the 21st century, Japan has continued to proactively exercise leadership as one of the major donors in addressing global challenges, taking stock of Japan's unique experiences and insight.



Smiling students in front of the School of Peace in the Philippines, which conducts peace education. (Photo: ICAN)

See page 98, for more details on the project.

## Section 2 What Japan's ODA Achieved in 60 Years

As was outlined thus far, over the past 60 years since Japan's reconstruction period shortly after WWII, Japan consistently assisted developing countries through ODA. At all times, Japan extended a helping hand to people suffering from poverty and disease as well as to people in the world who could not have hope for tomorrow. This goes back to the original purpose of Japan's provision of ODA and gets to the root of what the country of Japan stands for. Above all, as one of the leading responsible members of the international community, Japan today has an inherent obligation to make contributions commensurate with its national power for tackling extreme poverty, global challenges, and issues such as peacebuilding. Also, Japan must meet the expectations that the international community places on Japan which has become a major power. There is a Japanese expression "on-okuri" which dates back to ancient times. The term refers to repaying a good deed one has received by doing good not directly to the original benefactor but to others. The idea is that in doing so, good deed will spread throughout society,

and in turn, all of society will benefit. After WWII, Japan received generous deeds from the world in the form of assistance. Now, Japan is in a position of doing good deeds to developing countries.

Another highlight of ODA is that it creates an international environment that is necessary for the peace, stability, and prosperity of Japan while deepening Japan's relations with other countries, including Asian countries. This is essential, so long as Japan's assistance uses taxpayers' money amid a severe financial situation. If Japan postpones addressing the issues that are mounting across the world, this could, for example, lead to poor countries becoming hotbeds of terrorism or to the further deterioration of the global environment. This in turn could place a considerable burden on future generations. These issues are not somebody else's problems; dealing with them is also vital for Japan. ODA for developing countries not only benefits the recipient countries and the whole international community but also contributes to the peace, stability, and prosperity of Japan.

### 1. The Characteristics and Achievements of Japan's ODA

As shown in the previous section, throughout the past 60 years, Japan's ODA for developing countries has been provided based on the consistent concept of:

- (1) supporting the self-help efforts of developing countries;
- (2) prioritizing sustainable economic growth through the development of economic and social foundations, human

resources development, and institutional development; and (3) cooperation from the perspective of human security. Japan's ODA which was extended from each of these perspectives and what this ODA achieved will be described with concrete examples.

#### (1) Supporting Self-Help Efforts

The first characteristic – proactively supporting the self-help efforts of developing countries – is a concept Japan has underscored even before the Western countries, and is premised on Japan's history, experience with postwar reconstruction, and experience of extending assistance to the Asian region. The concept is based on the idea that a country's development based on self-help efforts facilitates the self-reliant economy of that country and that ODA is no more than a tool to this end. While the international community now recognizes the importance of self-help efforts and "ownership," Japan has given priority to them since the launch of its ODA. In the TICAD process that Japan started in 1993, Japan has been advocating constantly the principles of "ownership" and "partnership" from TICAD's commencement.

Japan's approach of supporting the self-efforts

of developing countries is seen in Japan's technical cooperation that emphasizes human resources development



An expert, Mr. Satoru Hagiwara, giving guidance in a muddy rice field to help improve agricultural techniques and develop irrigation facility, which will contribute to increase the income of farmers in Cambodia. (Photo: Shinichi Kuno / JICA)



in developing countries. Many developing countries laud the tradition of Japan's ODA of taking time to develop human resources, thinking together with the recipient country on its development process, and moving forward together. Typical examples that vividly illustrate ODA's achievements are presented below.

One example is a technical cooperation project that commenced in Kenya and was scaled up to the whole African continent. It is called the Strengthening of Mathematics and Science Education (SMASE) project. SMASE is the first basic education support project that Japan's ODA implemented in Africa in 1998. Improving mathematics



Kenyan President Uhuru Kenyatta (far right) watching an experiment at the Centre for Mathematics, Science and Technology Education in Africa (CEMASTEA) in Kenya (Photo: JICA)



Commemorative photograph at the closing ceremony of the third country training for mathematics and science education in Africa. Many participants attended from African countries around Kenya. (Photo: JICA)

and science education was a pressing issue in Kenya at the time in its quest for industrialization. Specifically, enhancing the capabilities of mathematics and science teachers was an urgent issue. At Kenya's request, Japan dispatched Japanese cooperation experts through ODA and established institutionalized training opportunities for teachers of secondary schools (a Kenyan secondary school is equivalent to Japan's third year of junior high school to the third year of high school). At the same time, classes that encouraged the proactive participation of students were offered using locally procurable experiment equipment. This effort, which was tailored to the situation in Kenya, proved to be fruitful. The teachers' teaching methods changed, and students became more interested in and had a better understanding of these subjects. Students'

academic performance also improved. This training project was subsequently scaled up to the national level. Over a period of 15 years up to 2013, 70,000 mathematics and science teachers and 15,000 principals of secondary schools participated in the trainings, along with 180,000 teachers and 7,000 principals and vice-principals of primary schools.

SMASE activities are not confined to Kenya. In 2001, Japan launched the Strengthening of Mathematics and Science Education in Western, Eastern, Central and Southern Africa (SMASE-WECSA) project to scale up the activities to other African countries facing similar challenges. At present, mathematics and science education technical cooperation which draws on the experience in Kenya is or will be implemented in 14 African countries. Since 2004, the Kenyan government has carried out third-country trainings<sup>9</sup> in Kenya in cooperation with Japan. Through March 2014, 1,749 people in the education field from 30 African countries participated in the trainings. Kenyan teachers who were previously training recipients are now giving guidance to their colleagues in other African countries.

In March 2014, Kenya's President Uhuru Kenyatta attended an inauguration ceremony following the completion of the upgrading and refurbishment of the Centre for Mathematics, Science and Technology Education in Africa (CEMASTEA) in Kenya's capital city of Nairobi. CEMASTEA is the major base for training teachers and serves as a training center for mathematics and science teachers that SMASE produced in Africa. As a result of the upgrading and refurbishment, CEMASTEA can host 200 participants in one sitting as opposed to the

Note 9: An agency in a developing country that has received Japan's technical assistance in the past accepts training participants from other developing countries and offers technical guidance. Japan provides financial and technical cooperation.

previous 92 participants. With Japan as its partner, Kenya will continue to contribute to mathematics and science education in Africa.

The second example is also from Africa. At the strong initiative of the Government of Tanzania in East Africa, the Local Government Reform Program has been implemented from 2000 that promotes decentralization by devolving the powers, budget, and personnel of the central government to the districts. However, reform is not easy, and Tanzania requested Japan's assistance for advancing the reforms.

Following the Meiji Restoration, Japan built up an administrative system that was suited to Japan through a process of successive public debates and trials and errors, while learning from Western systems. After WWII, while pursuing economic development, Japan began developing the capacities of local governments and took some time to carry out full-fledged decentralization. While reforms proceeded at a slow pace, Japan has experience with steady reforms. Believing that this experience would be useful for Tanzania, Japan provided the following five supports.

The first was a training program that invited to Japan Tanzanian leaders engaged in local government and decentralization reforms in order to increase their awareness of the issues.

The second was assistance for creating a training framework aimed at the capacity development of local government officials and for local governments to be able to conduct such trainings. The decentralized powers and budget need to be utilized to ensure that decentralization leads to improvements in the lives of the people.

Thirdly, to be able to deliver services despite the limited personnel and budgets of local governments, Japan extended assistance for fostering leaders called "facilitators" who encourage the self-help efforts of the people and who facilitate collaboration between the government and the people (equivalent to the *Seikatsu Kairyō Fukuyūin* [Livelihood Improvement Extension Workers] employed in postwar Japan's livelihood improvement campaign) to strengthen local communities.

The fourth was budget support for common basket funds. Programs were funded not only by Japan's ODA but also by common basket funds to which the Tanzanian government and donor countries and organizations contribute funds. Technical cooperation for training local government officials and for fostering facilitators made use of not only Japan's ODA but also funding from such basket funds. This arrangement enables trainings and projects to be sustainable in the future even without Japan's ODA.

Finally, Japan dispatched a policy advisor to the Prime Minister's Office, Regional Administration and Local Government (PMO-RALG) in order to give advice and guidance for overcoming challenges, while coordinating the four supports explained above. This expert explained to Tanzanian senior government officials and PMO-RALG

executives about Japan's experience with building up a "Japanese-Western fusion" administrative system through trial and error while studying Western models. Thereby, the expert gave advice that was of help to the efforts of the Tanzanian people for establishing administrative systems based on their own ideas and discussions.

The first training project (in Tanzania, the project was given the congenial name of "Osaka Training" after the city of Osaka where the training facility was located) was also participated by local government directors at the region and district-levels. After learning about the history of Japan's administrative system, the trainees visited Japan's local cities and observed the situation of administrative services there and the government's relationship with residents. The trainees who participated in these trainings in Japan and then returned to their countries wished to share what they learned in Japan with their colleagues. The Tanzanian people organized seminars for sharing what they learned in Japan in all regions of Tanzania. Based on what they learned, various areas of Tanzania have begun making their own unique attempts. Furthermore, at the initiative of the participants of the Osaka Training, the "Tanzania Osaka Alumni" was established for local government directors from regions and districts throughout the country to gather together and report to each other about successful cases in their regions and to hold dialogues on the issues. With ODA backing, the Tanzanian people are harnessing Japan's experience for Tanzania's regional initiatives.



An expert, Mr. Michiyuki Shimoda and facilitators (instructors) in Mpwapwa District, Tanzania. (Photo: Michiyuki Shimoda)



## (2) Sustainable Economic Growth

The second characteristic of Japan's ODA is its focus on sustainable economic growth. Based on the view that the fundamental resolution of the poverty issue requires economic development as a basis, Japan has attached importance to the realization of sustainable economic growth through infrastructure development and human resources development. Infrastructure development and human resources development through Japan's ODA, including ODA loans, have developed the investment environment, vitalized trade, and supported the growth of the private sector economy in developing countries. Such activities have expanded employment and income generation opportunities and have had a significant effect on poverty reduction. For example, through Japan's cooperation, Asia witnessed economic leaps and made considerable progress towards the resolution of poverty in the region. Japan's cooperation has contributed considerably also to Southeast Asia's recent dramatic development.

In Thailand, natural gas fields were discovered off the coast of the Gulf of Siam in the 1970s. This prompted the Thai government to turn the eastern seaboard (ESB) facing the Gulf of Siam, southeast of the capital city of Bangkok, into an industrialization hub and embarked on its development. Japan's ODA played a large role in the realization of this development. In 1981, then-Prime Minister Zenko Suzuki announced during his visit to Thailand that Japan stood ready to extend cooperation. Then, in rapid succession, Japan dispatched port construction experts and conducted development surveys, among other activities, through ODA. As a result, in the following year of 1982, Japan established 16 support projects and provided 27 ODA loans in total. In addition to financial assistance, Japan supported Thailand's establishment of plans and provided technical advice, and thereby, implemented comprehensive and detailed ODA. The development of this area was a colossal project entailing the development of the heavy chemical industry that made use of natural gas, the development of industry bases centered on export-oriented industries, and the development of such infrastructures as ports, roads, and railways. Among these projects, the construction of the Laem Chabang Port was

very useful as it supplemented the Bangkok Port, which, at the time, had insufficient water depth and was nearing its limit for transporting container vessels that were growing in size. The Laem Chabang Port alone can handle maritime transport in the ESB.

The development of the ESB had a positive effect on poverty reduction. The advancement of development and industrialization was accompanied by the vitalization of local economies, and many new jobs were created. In addition, the development of the ESB led to improvements in public services (road network expansion and maintenance enhancement based on increases in road transport at ports and industrial bases) and social services (primary education and basic health care services), which were associated with local governments' industrialization efforts and population increases.

The ESB has developed into Thailand's second largest industrial district after the Bangkok metropolitan area. The ESB's GDP growth rate, private investment amount, and employment opportunities, among other figures, are significantly higher than Thailand's national average. The number of containers handled at the Laem Chabang Port surpassed Bangkok Port's in 1998 and was the highest in Thailand and ranked in the 23rd in the world in 2012. As a result of this development, the ESB has transformed into a major industrial district. Many Japanese companies, including automobile-related companies, have moved into this area. Today, the ESB exports products produced in Thailand to all over the world.



The Laem Chabang Port is the largest commercial port in Thailand. (Photo: Eastern Sea Leam Chabang Terminal Co., Ltd. (ESCO))

### (3) Human Security

The third characteristic of Japan's ODA is human security, which was explained in the previous section. As was touched upon briefly in the previous section, conflicts frequently broke out all over the world after the Cold War, and the world economy has become increasingly integrated due to the rapid advancement of globalization. Under such circumstances, the concept of human security has become ever more important as issues like poverty, environmental destruction, natural disasters, infectious diseases, terrorism, and sudden economic and financial crises cross national borders and become intertwined with each other, and at the same time, begin to have grave consequences on the lives and livelihoods of people across a large area. Human security provides a useful point of view in examining regional initiatives, such as TICAD, as well as responses to global issues, such as health, disaster risk reduction, and climate change, particularly, measures for people in vulnerable positions.

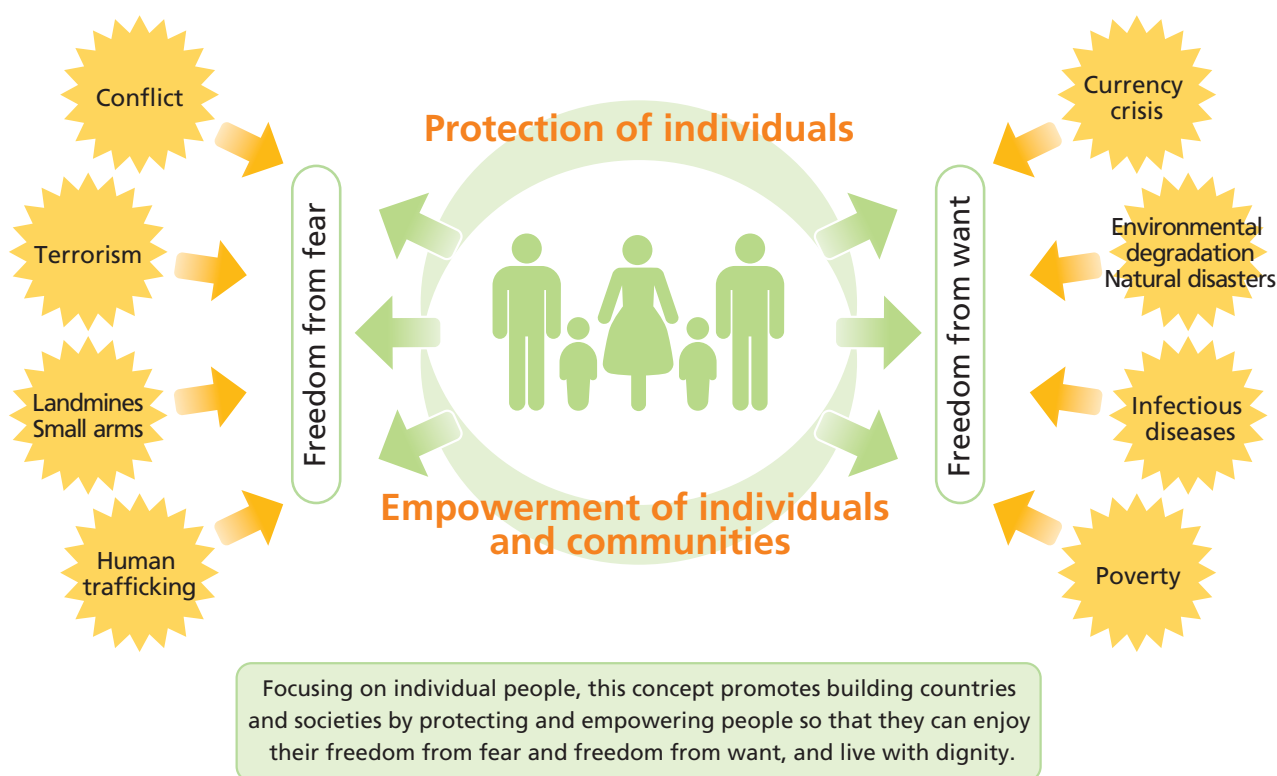
Assistance from the perspective of human security refers to protecting people in difficult circumstances from various threats, and through the empowerment of these individuals, helping promote nation-building and society-building. Specifically, Japan proactively extends ODA from this perspective in sectors such as education, health care, environment, gender, consolidation of peace,



A Japan Overseas Cooperation Volunteer, Ms. Kana Iigatani, teaching sewing techniques to a deaf and dumb woman in a village near Ziniaré, Burkina Faso. Those women are working hard so that they can live independently by using the skills they learned. (Photo: Akio Iizuka / JICA)

and nation-building. ODA of this type includes programs that build schools in developing countries, including in Africa, in order to enable as many children as possible to receive education, programs that make safe drinking water easily accessible to people in order to protect their lives and health, and programs that free children and women from the many hours of labor required for collecting water so that many children can attend schools and women can demonstrate their capabilities to the fullest.

#### Concept of "human security"





Lusaka, the capital of Zambia in southern Africa, suffered a cholera outbreak in 1997. In response to this, Japan provided ODA that established public flushable toilets and showers in low-income residential areas where the cholera incidence rate was the highest. These facilities located in what were previously waste disposal sites came to be known among the local people as “KOSHU” (Japanese word for “public”). As a result of these activities, the number of cholera cases in this area decreased dramatically, and seven years later in 2004, there was only one case.

Humanitarian assistance and emergency relief aimed at rescuing and protecting people faced with imminent threats are another important effort in realizing human security.

In recent years, natural disasters, such as earthquakes and typhoons, have frequently occurred in various areas of the world, and they have been large-scale disasters of an unprecedented scale. In such times of humanitarian crises (crisis situations where humanitarian assistance is needed), including aftermath of the emergency situations and/or conflicts, Japan provides humanitarian assistance and emergency relief from the perspective of human security for saving lives and maintaining and protecting human dignity.

A recent example is Japan’s emergency humanitarian assistance in response to the typhoon disaster that hit the Philippines in November 2013. In response to the catastrophic devastation caused by Typhoon Haiyan (Japanese name: Typhoon No. 30; Filipino name: Typhoon Yolanda) with over 7,000 deaths and missing people, Japan extended wide-ranging assistance through public-private partnerships in cooperation with the international community. Soon after the typhoon wreaked havoc, at the request of the Government of the Philippines, Japan Self-



In November 2013, Japan Self-Defense Forces medical team as a Japan Disaster Relief (JDR) team provided medical treatment in the area affected by the typhoon (Yolanda) in the Philippines (Leyte Island.)

Defense Force Units comprised of a record approximately 1,100 personnel were deployed to the Philippines, in addition to the Medical Team and Expert Team, as part of the Japan Disaster Relief (JDR) Team. The team members provided supports that showed solidarity with the disaster affected people. A pregnant woman who was worried about the consequences of the disaster saw her healthy fetus using ultrasound imaging, and a smile returned to her face. Also, Japan made medical rounds to villages where assistance was hard to reach and strove to provide supports that reached beneficiaries at the grassroots level. In addition to the assistance provided by the JDR Team, Japan extended emergency grant aid of \$30 million (approximately ¥3 billion) through international organizations, and provided emergency relief goods, such as tents, plastic sheets, and blankets. Furthermore, Japanese NGOs participating in Japan Platform (an NPO consisting of Japanese NGOs, the business community, and the government) distributed food and supplies, built shelters, and provided health and sanitation assistance as well as education assistance. Private companies also provided emergency assistance. In such ways, Japan extended a variety of assistances. The Government and the people of the Philippines as well as other international organizations operating in the affected areas expressed appreciation for Japan’s assistance. The post about the dispatch of the JDR Team on the Facebook of Japan’s Prime Minister’s Office received over 70,000 “Likes” from all over the world.



Tacloban City Mayor Alfred Romualdez and Department of Social Welfare and Development Secretary Dinky Soliman, receiving emergency aid goods from Japan in Tacloban where the disaster struck. (Photo: Tracy Decena / JICA Philippines Office)

## 2. Conclusion: Achievements and Evaluation of Japan's ODA

As the above examples demonstrate, Japan's ODA over a 60-year period did not just contribute to the development and growth of developing countries in various ways. ODA established firm bonds of friendship and trust between Japan and developing countries, and contributed significantly to improving Japan's standing in the international community, and by extension, to further ensuring peace and prosperity of Japan. There is no doubt that the cooperative efforts that Japan steadily built up through ODA helped establish deep trust and affinity towards Japan among the international community, including developing countries.

In this light, one of the achievements of Japan's ODA that marked its 60th anniversary is first and foremost its contribution to the economic development and welfare improvement of developing countries. Over the past 30 years, the circumstances of developing countries have improved dramatically. The number of people living on less than \$1 a day has declined from 1.9 billion people to 1.2 billion people. As a percentage of the entire population, this is a decrease from 52% to 20%. The average life-span increased by seven years, and the infant mortality rate decreased by more than 45%. While this was an outcome of the efforts that developing countries themselves have made, there is no doubt that Japan's ODA played a significant part.

Additionally, the achievements of Japan's ODA had spillover effects on the supporting side, i.e., Japan. ASEAN, to which Japan has provided ODA with priority, has grown into a massive market with total GDP exceeding \$2 trillion and receives attention as a world leading production hub. ASEAN is a vital market and investment destination for Japan. The fact that this region has achieved growth and stability has extreme significance for Japan's security, considering that the distribution network supporting the Japanese economy passes through this region.

Of course, Japan's ODA also had challenges and struggles. At times, frauds relating to ODA projects were practiced, or ODA projects did not deliver adequate aid effectiveness or encountered delays due to unforeseen circumstances. Sometimes ODA projects had unanticipated impacts on the environment or local communities, or resulted in accumulated debt. Occasionally Japan receives feedback that the visibility of Japanese aid is lacking, or that its objective has not been met. The Japanese government makes sure that none of these experiences were in vain, and to learn from them for the future. To this end, the government has remained committed to establishing evaluation schemes, increasing transparency, and holding dialogues with a wide range of stakeholders, including civil society. To see to it that Japan's ODA brings true prosperity to people in developing countries through effective and

non-wasteful means, the government has established rigorous criteria in relation to environmental and social considerations, arrangements to prevent fraudulent practices, careful dialogues and coordination with recipient countries, and detailed project management and follow-up process. The government shall continue to engage in these efforts ceaselessly without ever becoming complacent in its achievements.

The people and the government of ODA recipient countries highly regard Japan's ODA. The countries appreciate the assistance they received from Japan during their challenging and difficult times. In addition, the sight of Japanese people jointly working hard in the field and the positive image of Japan that it shapes constitute the most important assets for Japan to continue to realize peace and prosperity in the international community. Some of these comments received from developing country governments and international organizations regarding their perceptions of Japan's ODA are presented below.

“(Japan's) engagement includes world-class expertise and world-renowned Japanese experts. Japan's leadership has provided the country with a high degree of visibility in all the five continents of the globe.” (Ms. Irina Bokova, Director-General of UNESCO, February 2012)

“Japanese cooperation has saved the lives of the Salvadoran people. According to a UN investigation of 6 years ago, El Salvador was ranked one of the most vulnerable countries in the world to natural disasters. However, thanks to the economic cooperation of Japan in the last 5 years, vulnerability has been reduced.” (Mr. Gerson Martínez, Minister of Public Works of El Salvador, June 2014)

“The Japanese are very good. There are upcountry projects where we had very weak local contactors but the



Under the Technique Assistance Project for the Department of Adaptation for the Climate Change and Strategic Risk Management for Strengthening of Public Infrastructure in El Salvador, officials from the Ministry of Public Works, Transportation, Housing and Urban Development, investigating drain pipes in San Salvador, the capital city of El Salvador. (Photo: Ernest Manzano / JICA)

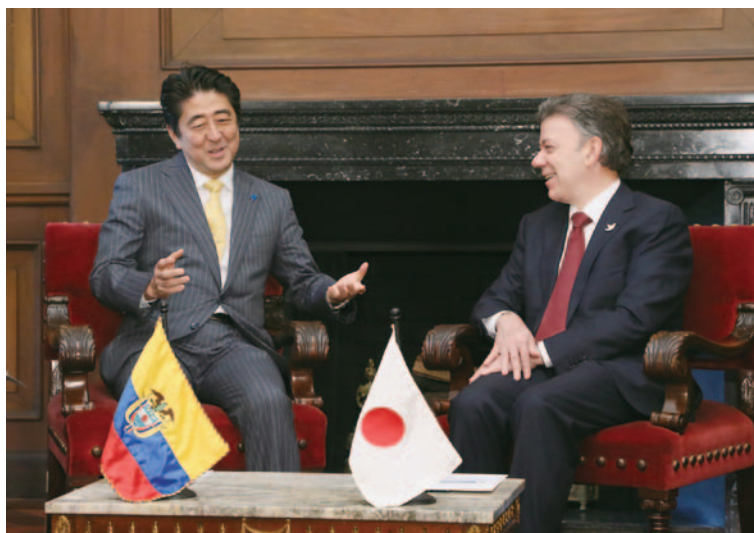


Japanese would help them find solutions to any emerging problem.” (Mr. Abraham Byandala, Minister of Works and Transport of Uganda, January 2014)

“Japan’s cooperation is not simply financial assistance. The cooperation is remarkable in the sense that it is human contributions. The Japanese people who are engaged in bilateral cooperation are very active, have a high sense of professionalism, and enjoy working in the field. Japanese young people are assigned to our country as Japan Overseas Cooperation Volunteers (JOCV), live with the people of Burkina Faso, and share their expertise. This is a very human cooperation, cooperation that is extended through people.” (Madame Koumba Boly/Barry, Ministre de l’Education Nationale et de l’Alphabétisation of Burkina Faso, July 2013)

In July 2014, Prime Minister Shinzo Abe visited Colombia and held a summit meeting with President Juan Manuel Santos. During the meeting, a video about local libraries that were constructed by Japan’s ODA was shown. The video included a gratitude message for Prime Minister Abe from local children. Prime

Minister Abe was then presented with a letter of gratitude from a girl who is making use of one of the libraries. In Colombia, due to the activities of illegitimate armed forces for many years, many children in the regions were not able to go to school even if they wanted to. Therefore, Japan focused its ODA activities on primary education and put efforts into establishing libraries for children. That Japan’s ODA program reached the hearts of children in Colombia.



In July 2014, Prime Minister Shinzo Abe visited Colombia to attend the Japan-Colombia Summit Meeting, and was welcomed by President Juan Manuel Santos. (Photo: Cabinet Public Relations Office)

### A Letter from a Colombian Girl

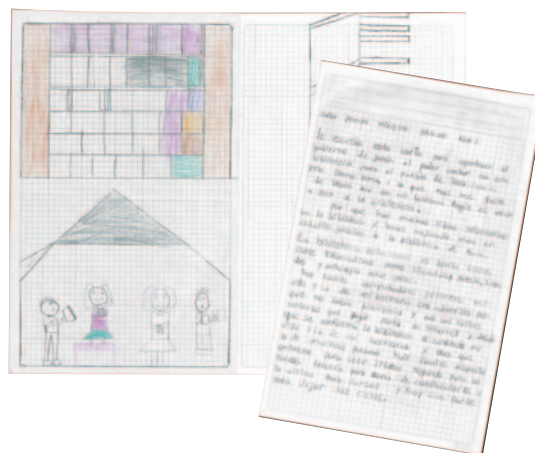
Dear Prime Minister Shinzo Abe

I am writing this letter to thank the Government of Japan for helping build a library in Toca City in the Department of Boyacá. My name is Sara. I go to the library with my sister Angie, and what I enjoy most is reading books there.

The library is full of books that have a lot of information. Thanks to the Toca City Library, we can do better in our school work too.

The library of Toca City in the Department of Boyacá is clean, and there are all kinds of books such as literature, poetry, biographies and myths. There are also tablet devices. Before the library was built, the daily lives of my sister and I were boring, and we had to pay for an internet connection when we needed to use it for our homework. Our lives have changed since the library opened. I think the library has also changed many other people’s lives too. There are four areas in the library. The first is for reading books, the second for doing homework, the third for using computers, and the forth is for attending lectures. There is also a bicycle parking area.

From Sara Katherine Acuña Becerra



A letter from a Colombian girl (original)



Japan's ODA is appreciated also by international organizations. For instance, the OECD-DAC released the results of its Development Co-operation Peer Review for Japan<sup>10</sup> in July 2014. In the report, the OECD-DAC appreciates Japan for: implementing development cooperation that contributes to human security, sustainable economic growth, and peace and stability guided by a clear vision; demonstrating leadership on assistance in sectors such as disaster risk reduction and health; and promoting inclusive development through partnering with the private sector and through triangular cooperation. In 2014, DAC established the DAC Prize for Taking Development Innovation to Scale in order to award innovative efforts which can be applied to a broad set of developing countries. Japan's ODA loan for Pakistan, the Polio Eradication Project, was selected as one of the outstanding projects for the First DAC Prize. The project was commended for its adoption of an innovative loan-conversion mechanism, in which if it is confirmed that the Government of Pakistan achieved a certain level of project outcomes, then the Bill & Melinda Gates Foundation assumes the ODA loan repayment on behalf of the Government of Pakistan. The achievement of the prescribed project outcomes was confirmed, and therefore, repayment by the Foundation was decided in April 2014.

In the aftermath of the Great East Japan Earthquake, 163 countries and regions from around the world, including many developing countries, as well as 43 international organizations offered their assistance to Japan. Disaster relief teams, medical support teams, and recovery teams from 24 countries and regions arrived in Japan. Many of the messages of solidarity that were sent to Japan at the time expressed appreciation for the ODA that they received from Japan when natural disasters struck their countries and for Japan's support of their development.

“Whenever the Philippines was struck by natural disaster, Japan was always the first to extend a helping hand. That is why the Philippines will help and will stand by Japan as much as possible” (Mr. Manuel M. Lopez, Ambassador of the Philippines to Japan).

As illustrated above, in no way have the people of the world forgotten about the assistance Japan extended through ODA.



A child receiving polio vaccination in Rawalpindi, Pakistan in April 2014. Japan has been working with UNICEF to support efforts to eradicate polio in Pakistan since 1996. (Photo: Kyodo News)

Note 10: In a Development Co-operation Peer Review of the OECD-DAC, DAC member states peer review other member states' development cooperation policies and their implementation statuses. The objective of the peer review is to recommend efforts for the implementation of more effective development cooperation through mutual learning on development cooperation experiences and approaches. The peer review of Japan was headed by France and Australia.