

Chapter 2

Assistance to Afghanistan and Pakistan

Photo: S. Sabawoon/JICA

The destabilization of Afghanistan and Pakistan must be viewed not as a problem solely of the two countries or the region, but as a global problem. Japan and the rest of the international community have actively provided assistance to prevent Afghanistan from reverting to a hotbed for terrorism. Also, the stability of Pakistan, a country which has been playing a critical role in the eradication of terrorism through its anti-terrorist clean-up operations in the regions bordering Afghanistan, is a key to the peace and stability of the region and the international community. The stability of Afghanistan and Pakistan is interrelated, and it is imperative that assistance be provided to the two countries taking into account regional linkages, which include the two countries, Central Asia, and Iran. In light of this, the Hatoyama administration identifies assistance to Afghanistan and Pakistan as one of the most important issues that the international community should tackle, and in November 2009 unveiled the New Strategy to Counter the Threat of Terrorism. Based on this new strategy, Japan will support the realization of stability and prosperity in Afghanistan and Pakistan.

Section 1

Reconstruction Assistance to Afghanistan

1. International efforts aimed at stability and development

The conflicts which had been going on in Afghanistan for over 20 years destroyed the basic system forming the framework of the country including the foundation of livelihood such as economic and social infrastructures. International cooperation in the country has been underway, as a part of the efforts of the international community to eradicate terrorism following the terrorist attacks in the United States on September 11, 2001. In 2004, a new constitution was established, and a presidential election took place. In August 2009, Afghanistan had its second presidential election, and in November of that year the reelection of President Hamid Karzai was affirmed. It is essential that the Government of Afghanistan and the international community work together to secure the stability and development of Afghanistan in

the aftermath of the establishment of the new government, on such issues as the restoration of security, strengthening of governance, reconciliation with and reintegration of the insurgents, development of basic infrastructure, eradication of illegal drugs cultivation, and expansion of assistance to rural areas.

In March 2009, an international conference on Afghanistan was held at The Hague in the Netherlands. During the G8 Foreign Ministers' Meeting in June, a G8 + Afghanistan and Pakistan meeting and a meeting including a wide range of relevant countries and organizations were held. At the meetings, the international community agreed on the importance of regional efforts for the stability and reconstruction of Afghanistan.

2. Japan's assistance to Afghanistan

Based on the belief that the realization of stability and prosperity of Afghanistan will lead to the peace and stability of the whole world, Japan has consistently extended assistance with the firm resolve not to let Afghanistan become a “hotbed of terrorism and illegal drugs.” In 2002, Japan hosted the International Conference on Reconstruction Assistance to Afghanistan (Tokyo Conference). The conference secured commitments of more than US\$4.5 billion from the international community, and Japan pledged to provide assistance of up to US\$500 million. In November 2009, Japan newly unveiled the New Strategy to Counter the Threat of Terrorism, based on which Japan would provide assistance of approximately 80 billion yen urgently needed in Afghanistan. Shifting up from the existing pledge of a total of approximately US\$2 billion, Japan will provide assistance up to an amount in the region of US\$5 billion in about five years from 2009, based on the future situation in Afghanistan. Specifically, assistance will be provided focusing on the following pillars: support for enhancing Afghanistan's capability to maintain security such as police; support for the reintegration of former Taliban foot soldiers into society such as the implementation of vocational training and creation of employment opportunities; and assistance for the sustainable and self-reliant development of Afghanistan in such areas as education, health and other basic human needs. Japan also attaches importance to support for regional development to promote the stability and prosperity of the entire region comprised of Afghanistan



Foreign Minister Katsuya Okada visiting a school (Photo: Jiji Press)



Foreign Minister Katsuya Okada attending a polio vaccine inoculation campaign with President Hamid Karzai

and its neighboring countries, considering that development should be implemented in partnership with Pakistan and neighboring countries in Central Asia. Japan's support for the political process and governance aims at restoring the basic systems that form the framework of the country. For example, Japan contributed approximately US\$300 million to support the preparations for the presidential election in August 2009.

The total amount of assistance provided by Japan to Afghanistan from October 2001 until the end of 2009 was approximately US\$1.8 billion. Support for improving security was a part of this, and even after the disarmament, demobilization and reintegration (DDR) of former soldiers of national force was completed in June 2006, Japan has continued to play a leading role in the disbandment of illegal armed groups (DIAG). Furthermore, Japan provides assistance for the restoration of security which is essential to the consolidation of peace, including assistance to police and demining measures. In FY2008, Japan provided an amount equivalent to the salaries of six months of the entire Afghan police, which consists of approximately 80,000 personnel, among others.^(Note 5)

In addition, Japan has made significant contributions in a variety of sectors, including support for the development of infrastructure, such as the construction of the Kabul International Airport Terminal building and the Kandahar-Herat road. In education sector, Japan supported the construction and repair of more than 550 schools and the training of 10,000 teachers. In health sector, Japan's

Notes: (5) The number of personnel as of that date.

Chart I-3. Japan's Assistance to Afghanistan (by Region)



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support led to the provision of vaccines to a total of 40 million people and the construction of 50 clinics. Furthermore, Japan is implementing approximately 2,000 community-rooted projects across the country to support rice farming and rural development.

Afghanistan has gone from a stage of emergency humanitarian assistance to a stage of recovery and reconstruction assistance, and it is now gradually shifting to a stage of full-scale development assistance. At present, with the support of the international community, the development of Afghanistan is steadily being carried out based on the Afghanistan National Development Strategy (ANDS).

Furthermore, with a view to expanding assistance to the rural areas of Afghanistan, Japan has established a framework of Japanese Grant Assistance for Grass-Roots Human Security Projects to be provided to NGOs and others engaged in activities in the areas of primary education,

vocational training, health and medical care, and sanitation, in partnership with Provincial Reconstruction Teams (PRTs)^(Note 6). As of October 2009, 58 projects in partnership with 12 PRTs have been implemented. In May 2009, Japan dispatched Japanese civilians for the first time to PRT Chaghcharan (Lithuanian-led) in Ghor Province. The civilians are carrying out a detailed study of the region's reconstruction needs, among other activities. Through these efforts, Japan is reinforcing its assistance to the rural areas of Afghanistan.

The security situation of Afghanistan remains severe, as a Japanese national who worked for a Japanese NGO was killed in August 2008. In spite of such situation, Japan is carrying out a number of assistance efforts in order to fulfill a vital role in the international community, while at the same time giving maximum attention to ensuring the safety of aid workers.

Section 2

Assistance for Pakistan's Efforts to Stabilize the Economy and Eradicate Terrorism

1. Significance of assistance to Pakistan

After Pakistan conducted nuclear tests in May 1998, many donors, including Japan, scaled down their assistance to Pakistan. Foreign investment as well as remittances from Pakistanis living overseas also decreased. As a result, the economy worsened in Pakistan. However, in response to Pakistan's decision to take counter-terrorism measures in coordination with the international community following the terrorist attacks in the United States on September 11, 2001, Japan decided in October of that year to discontinue the measures it had taken to date that reduced Japan's assistance to Pakistan (suspension of grant aid and ODA loans for new projects, excluding emergency and humanitarian assistance and grant aid for grassroots projects). Furthermore, based on Japan's Country Assistance Program for Pakistan formulated in February 2005, Japan has provided assistance to Pakistan for the development of economic and social infrastructure,

such as electricity, transportation, and agricultural infrastructure, as well as assistance in the area of basic human needs,



Foreign Minister Katsuya Okada meeting with President Asif Ali Zardari of the Islamic Republic of Pakistan

Notes: (6) PRTs are units consisting of military and civilian reconstruction assistance personnel of NATO. PRTs are promoting simultaneously the improvement of security and reconstruction assistance in areas throughout Afghanistan. In so doing, they increase the effectiveness of reconstruction and development assistance and help expand the reach of the Afghan Government into the rural areas.

such as education, health and medical care, and water supply and sanitation. The assistance provided by Japan to Pakistan after the terrorist attacks in the United States from FY2001 to FY2008 has amounted to approximately 105.9 billion yen in ODA loans, approximately 56.8 billion yen in grant aid, and approximately 13.1 billion yen in technical assistance.

Pakistan plays a vital role in the international community's efforts to eradicate terrorism. The stable development of Pakistan as a "moderate and modern Muslim

state" is crucial in light of the country's contribution to the peace and stability of the neighboring region, including Afghanistan, and of the entire international community. At present, Pakistan, in addition to counter-terrorism measures, faces a serious economic situation. Pakistan's own efforts will be essential to resolve these challenges, and at the same time, it is important for the international community to come together and support these efforts.

2. Friends of Democratic Pakistan Ministerial Meeting and Pakistan Donors Conference

Pakistan hosted a Friends of Democratic Pakistan Ministerial Meeting and Japan and the World Bank co-hosted a Pakistan Donors Conference in Tokyo on April 17, 2009, with 31 countries and 18 international organizations in attendance. At the meetings, President Asif Ali Zardari of Pakistan expressed his clear resolve to undertake serious efforts to implement counter-terrorism measures and economic reform. In response, participating countries and organizations pledged unified support to Pakistan of over US\$5 billion in total over the next two years. Japan pledged to extend up to US\$1 billion in assistance to Pakistan, premised on the steady implementation of the IMF program.^(Note 7) In extending this aid, Japan intends to undertake swift assistance for the poor affected by the economic crisis while also providing assistance to enhance the Government of Pakistan's capacity to implement economic reforms.

As part of its counter-terrorism measures, the Government of Pakistan began military operations for the clean-up of armed insurgents in Swat and its neighboring areas from the end of April 2009. However, this led to an outflow of many residents to neighboring regions as internally displaced persons (IDPs). Japan perceived IDP assistance as a pressing issue, and in June 2009, in response to appeals for emergency humanitarian assistance from the United Nations, Japan provided emergency grant aid of US\$10 million in funds for the distribution of emergency foods and non-food supplies in partnership with international organizations.

In addition, at the G8 Foreign Ministers' Meeting in

Trieste, the G8 Meeting on Afghanistan and the Regional Dimension with the Neighbouring Countries, Regional Players and International Organisations, and the G8 meeting of the Support Group for Afghanistan-Pakistan, which were held in June 2009, the G8 members concurred on the importance of continuing to provide assistance for the stability and development of Pakistan, as well as on the importance of the steady and early implementation of the commitments made at the Pakistan Donors Conference in April 2009.

At the Friends of Democratic Pakistan Summit-Level Meeting held in September 2009, the importance for the international community to support the counter-terrorism measures of Pakistan was confirmed at the Summit level. With a view to supporting Pakistan's counter-terrorism measures, Japan pledged to contribute approximately US\$47 million.

In the New Strategy to Counter the Threat of Terrorism unveiled in November 2009, Japan expressed its intention to swiftly implement the assistance of up to US\$1 billion over two years that it pledged in April 2009. Japan will support the sustainable and stable development of Pakistan, through assistance for economic growth, such as infrastructure development and the improvement of the energy sector including electricity; assistance for macroeconomic reforms; assistance for the improvement of people's livelihood in the field of poverty reduction; and assistance for the stability of people's livelihood in regions such as the North West Frontier Province (NWFP) and the Federally Administered Tribal Areas (FATA).

Notes: (7) In November 2008, it was decided that Pakistan will receive approximately US\$7.6 billion in assistance from the IMF. In receiving this assistance, Pakistan will be implementing an IMF program which aims to stabilize the country's macroeconomy, including the economy and finance, and making progress on its economic reforms.