

## Section 5

# Formulation and Implementation of ODA Policy

The ODA Charter specifies three sets of reform measures so that the assistance can be provided more efficiently and effectively. That is, the system for formulating and implementing aid policy, increasing public participation, and matters essential for effective implementation.

## 1. System for Formulation and Implementation of ODA Policy

### (1) Coherent Formulation of Aid Policy

In Japan, the Cabinet Office and the 12 ministries and agencies <sup>(Note 48)</sup> are involved in development assistance. The Overseas Economic Cooperation Council, established in the Cabinet in April 2006, is chaired by the Prime Minister, while the Chief Cabinet Secretary, the Minister for Foreign Affairs, the Minister of Finance, and the Minister of Economy, Trade and Industry flexibly and practically deliberate important matters pertaining to overseas economic cooperation. To date, discussions have been held on such issues as how the Council should function, quantity and quality of ODA, country-specific (Asia, Africa, Afghanistan and Pakistan, Central Asia and Caucasus, and Oceania) and cross-sectoral (assistance for improvement of legal systems, and food security) principles on overseas economic cooperation. The Overseas Economic Cooperation Council works closely with the Ministry of Foreign Affairs (MOFA)—a nucleus for policy planning and overall policy coordination—along with other ministries and agencies to ensure that ODA from each government agency is designed and executed coherently for strategic values and yields the maximum results.

At the International Cooperation Planning Headquarters, established under the Minister for Foreign Affairs, the International Cooperation Bureau and other bureaus

including regional bureaus consult on such topics as international cooperation policy and formulating regional priority issues and priority objectives, working to plan ODA in a more effective manner while continuously confirming the role of ODA within the context of overall foreign policy. The Ministry of Foreign Affairs' International Cooperation Bureau, set up in August 2006, comprehensively plans and drafts policies relating to assistance, while also playing a central role in coordination in the government.

In July 2009, an institutional reform was conducted in the International Cooperation Bureau in order to strengthen its policy planning and drafting functions for ODA. The Grant Aid and Technical Cooperation Division and Loan Aid Division, which oversaw aid modalities, were abolished and country-based planning divisions were strengthened. These efforts have allowed for providing assistance in a unified manner through three country-based planning divisions situated under the authority of the Development Assistance Policy Coordination Division. Also, in regards to bilateral and multilateral aid, collaborations are now made on a level higher than before, while efforts are underway to strengthen the strategic quality of international cooperation and implement effective aid.

### (2) Collaboration between Related Government Ministries and Agencies

The collaboration between related government ministries and agencies includes the Inter-Ministerial Meeting on ODA, the Experts Meeting on Technical Cooperation, and the Experts Meeting on ODA Evaluation. These venues

allow for the sharing of information and exchange of views between related ministries and agencies, and the findings are reflected in policies.

At the same time, the Advisory Panel on International

Notes: (48) The Cabinet offices and 12 ministries and agencies mentioned here include the Cabinet Office; the National Police Agency; the Financial Service Agency; the Ministry of Internal Affairs and Communications; the Ministry of Justice; the Ministry of Foreign Affairs; the Ministry of Finance; the Ministry of Education, Culture, Sports, Science and Technology; the Ministry of Health, Labour and Welfare; the Ministry of Agriculture, Forestry and Fisheries; the Ministry of Economy, Trade and Industry; the Ministry of Land, Infrastructure, Transport and Tourism; and the Ministry of the Environment.

Cooperation <sup>(Note 49)</sup> was established in 2007 in order to utilize the knowledge and findings of external advisors and is composed of academics with specialized knowledge and experience in the field of international cooperation, as well as representatives from the media, business community, and NGOs. In March 2009, the panel submitted a final

memorandum to then Foreign Minister Hirofumi Nakasone that summed up future issues. The Ministry of Foreign Affairs (MOFA) is utilizing the discussion and recommendations of these panels to undertake such efforts as expanding assistance to Africa, promote public-private relations, and implement unified assistance via the new JICA.

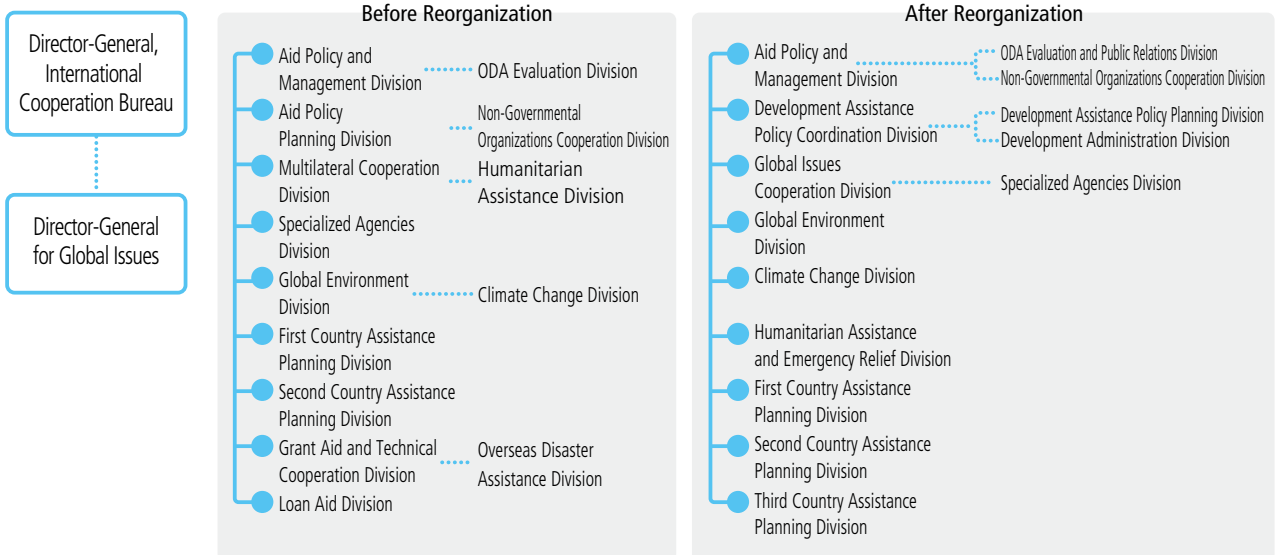
**Chart II-17. Breakdown of the Reorganization of the International Cooperation Bureau in FY2009**

### 1. Strengthening the Policy and Project Planning Functionality of ODA (Building on the Inauguration of the New JICA)

- (1) Aid scheme divisions (the Grant Aid/Technical Cooperation Division and Yen Loan Division) were eliminated, and country assistance planning functions were strengthened (the Third Country Assistance Planning Division was established). A Development Assistance Policy Coordination Division was created. This division promotes a strengthening of aid by coordinating the three types of aid (grant aid, technical cooperation, loan aid).
- (2) Bilateral and multilateral aid were made more effective and their linkages were strengthened.

### 2. The Systematic Strengthening of divisions and bureaus related to climate change

In preparation for the Conference of the Parties (COP 15) to the United Nations Framework Convention on Climate Change at the end of 2009, the Climate Change Division was raised to the status of "Division."



Reorganization within the scope of 14 divisions

## (3) Collaboration between Government and Implementing Organizations

MOFA works with aid implementing agencies so that the results of the Overseas Economic Cooperation Council and the Priority Policies in International Cooperation, which are created annually by MOFA, can be reflected in the prompt implementation of assistance.

In October 2008, the former JICA, which carried out technical cooperation and promotion of executing grant aid, merged with the Overseas Economic Cooperation operation

in the former JBIC, which was in charge of providing ODA loans, to establish New JICA. Some of the actual implementation duties for grant aid that had previously belonged to MOFA were also transferred to New JICA. This made the New JICA a comprehensive aid implementing organization that can implement the three aid modalities (technical cooperation, grant aid, and ODA loan) in an integrated fashion.

Notes: (49) Based on the report (dated February 2006) of the Study Group on Overseas Economic Cooperation convened under the Chief Cabinet Secretary, the Advisory Council was established to expand discussions following the closure in June 2006 of the Board on Comprehensive ODA Strategy initiated in 2002.

## (4) Enhancing Policy Consultation

Japan holds close policy dialogue with developing nations and works to share mutual awareness and understanding in order to provide more effective development aid. While Japan still places emphasis on requests from developing countries from the perspective of supporting their self-help efforts, it carries out policy consultations with governmental

parties from the partner country, at a stage prior to the receipt of a request. The aim of these consultations is to allow the developing countries' development policies and assistance needs to be clearly ascertained and to achieve coordination with Japan's assistance policies.

## (5) Enhancing Functions at the Field Level

In order to enhance policy dialogue conducted with the governments of developing countries, country-based ODA Task Forces (ODA-TFs) made up of overseas diplomatic missions and local JICA offices have been established in many developing nations. ODA-TFs fulfill a wide range of

roles in addition to clarifying the needs of each recipient country. These roles include participating in the formulation of Country Assistance Plans and Rolling Plans, working together with developing countries and multilateral organizations, offering suggestions on possible collaborations and

**Chart II-18. List of Country Assistance Programs and Countries with Country-based ODA Task Forces**

### [Country Assistance Programs (As of October 2009)]

		Formulation	Revision
East Asia	• Indonesia	Nov. 2004	under revision
	• Cambodia	Feb. 2002	
	• Thailand	Mar. 2000	May 2006
	• China	Oct. 2001	Jun. 2008
	• Philippines	Aug. 2000	
	• Viet Nam	Apr. 2004	
	• Malaysia	Feb. 2002	Apr. 2009
	• Mongolia	Nov. 2004	under revision
• Laos	Sep. 2006		
South Asia	• India	May. 2006	under revision
	• Sri Lanka	Apr. 2004	
	• Pakistan	Feb. 2005	May 2006
	• Bangladesh	Mar. 2000	
Central Asia and the Caucasus	• Uzbekistan	Sep. 2006	
	• Kazakhstan	Sep. 2006	
	• Kyrgyz Republic	Apr. 2009	
	• Tajikistan	Apr. 2009	
Middle East	• Egypt	Jun. 2000	Jun. 2008
	• Tunisia	Oct. 2002	
	• Jordan	under formulation	under revision
	• Morocco	under formulation	
Africa	• Ethiopia	Jun. 2008	Sep. 2006
	• Ghana	Jun. 2000	
	• Kenya	Aug. 2000	under revision
	• Zambia	Oct. 2002	
	• Senegal	Apr. 2009	
	• Tanzania	Jun. 2000	Jun. 2008
	• Uganda	under formulation	
• Madagascar	under formulation		
Central America	• Nicaragua	Oct. 2002	under revision
	• Peru	Aug. 2000	under revision
	• Bolivia	Apr. 2009	

### Countries with Country-based ODA Task Forces

Europe	• Bulgaria • Romania	Total: 2 countries
Middle East	• Afghanistan • Yemen • Iran • Egypt • Saudi Arabia • Syria • Tunisia • Turkey • Morocco • Jordan	Total: 10 countries
Africa	• Angola • Uganda • Ethiopia • Eritrea • Ghana • Kenya • Cote d'Ivoire • Democratic Republic of the Congo • Zambia • Zimbabwe • Senegal • Tanzania • Nigeria • Botswana • Madagascar • South Africa • Mozambique • Rwanda* • Sudan	Total: 19 countries
Asia	• India • Indonesia • Uzbekistan • Kazakhstan • Cambodia • Kyrgyz Republic • Sri Lanka • Thailand • Tajikistan • China • Nepal • Pakistan • Bangladesh • Timor-Leste • Philippines • Bhutan* • Viet Nam • Malaysia • Myanmar • Mongolia • Laos	Total: 21 countries
Oceania	• Kiribati* • Samoa* • Solomon Islands • Tuvalu* • Tonga* • Nauru* • Vanuatu* • Papua New Guinea • Fiji	Total: 9 countries
Latin America	• Argentina • Ecuador • El Salvador • Guatemala • Costa Rica • Colombia • Chile • Dominican Republic • Nicaragua • Panama • Paraguay • Brazil • Venezuela • Peru • Bolivia • Honduras • Mexico • Uruguay	Total: 18 countries

Total: 79 countries  
(\*including countries under shared jurisdiction)

reviews of aid schemes, sharing mid-term priority areas and aid policies with local governments, and providing advice on candidate assistance projects.

In addition, coordination in implementing assistance is gaining momentum on the local level in accordance with the drafting and revising of Poverty Reduction Strategy Paper (PRSP). Since FY 2006, Japan has posted “coordinators

for economic cooperation” at overseas diplomatic missions to provide a system for collecting information and implementing studies relating to aid coordination, as well as for providing a place for disseminating information overseas concerning Japan’s aid policies and making relevant recommendations.

## (6) Cooperation with Aid-Related Entities within and outside of Japan

Japan is implementing international cooperation in collaboration with various groups including private sector enterprises, NGOs, universities, local governments, international organizations, and other donor countries.

### (a) Collaboration with NGOs

In recent years, NGOs are carrying out an important role within the international community through such efforts as advocating policies in major diplomatic areas such as the environment, human rights, trade, and disarmament. Japanese NGOs implement high-quality aid activities in various fields of development cooperation, including education, health and medical care, water supply, refugee assistance, and mine clearance. In addition, Japan’s NGOs work to provide prompt humanitarian assistance in areas where there have been large-scale natural disasters and conflict. NGOs possess knowledge of the needs of local residents and are capable of conducting activities in areas that the government cannot reach. NGOs also produce visibility of Japanese aid. The necessity of promoting cooperation with NGOs has been detailed in the ODA Charter as well as in Medium-Term Policy, and Japan is engaged in a variety of activities for promoting collaborations with NGOs, including financial cooperation for NGO aid activities, assistance for capacity development, and promoting dialogue.

#### (i) Cooperation with NGO Activities

Japan is engaged in various forms of cooperation for enabling NGOs to carry out aid activities smoothly. In 2008, for instance, 45 organizations implemented 72 projects, including for the construction of schools, operations of health and medical facilities, occupational training, and construction of wells, using Grant Assistance for Japanese NGO Projects to the grassroots level socioeconomic development projects of NGOs. In addition, as of December 2009, the Japan Platform (JPF)—an emergency humanitarian assistance organization established in 2000 through partnerships with NGOs, governments, and the business



On December 23, 2009, Parliamentary Vice-Minister for Foreign Affairs Chinami Nishimura toured an occupational training center for women operated by the Japanese NGO IV-Japan during a visit to Vientiane in Laos. IV-Japan was established in 1988, and it engages in international cultural exchanges and projects to support agricultural development and occupational training in Thailand and Laos. At the occupational training center for women in Vientiane, it carries out occupational training in areas such as cooking, sewing, and hairdressing and contributes to the entrepreneurial efforts and promotion of independence of young women in Laos as a JICA grassroots partner project. In the photograph above, women students studying in a beginning-level sewing course are doing drawings of Laotian-style blouses. They will make the blouses out of cloth based on the drawings that they create. Once they progress to the advanced course, they will be able to actually sell the items they made. These women are working hard each day to learn the skills for their profession and built their own future. They will surely become a driving force supporting future development in Laos.

community—had received participation from 32 different NGOs that are conducting such activities as promptly distributing everyday goods and providing medical assistance in the event of major natural disasters by utilizing ODA funds disbursed beforehand as well as donations from corporations and residents. In 2008, a total of approximately

¥1.65 billion was provided for 57 projects implemented in nine nations and one region. These projects included disaster assistance for victims of the cyclone in Myanmar, assistance for the earthquake victims in Sichuan, China, humanitarian assistance in southern Sudan, and humanitarian assistance in Iraq. Also, in 2009, NGOs conducted victim assistance activities in response to the earthquake that occurred on the coast of Sumatra in Indonesia and flooding in the Philippines.

In order to utilize the know-how of private organizations such as NGOs, from FY2007 JICA has conducted Project Formulation Studies <sup>(Note 50)</sup> based on private sector proposals for survey to collect a wide range of views at the project formulation stage. In addition, JICA commissioned private organizations with implementing 211 projects in FY 2008 by utilizing technical cooperation. The expertise of a variety of organizations has been employed in recent years, as NGOs and universities have been commissioned to implement a variety of projects. Also, JICA is implementing projects of JICA Partnership Program (JPP), which are proposed by NGOs, local governments, and other bodies, and implemented on a contract basis, directly contributing to improvement of the lives of residents in developing countries, and related to the Country Assistance Programs. In particular, Partner Type of JPP includes assistance for developing countries that make use of the experience and expertise accumulated by NGOs and other entities that have a certain degree of experience in the international cooperation sector.

## **(ii) Enhancing the Environment for NGO Activities**

Additional assistance measures within NGO activities are the various projects for developing the environment for NGO activities. For instance, under the NGO Consultant Scheme, NGO staff commissioned by MOFA respond to consultations and inquiries from citizens and NGO personnel on issues pertaining to the establishment, organization management, activities, and international cooperation activities of NGOs. In addition, the Program provides consultations at international cooperation events and other venues while also offering services where personnel are dispatched to hold seminars. In this way, efforts are being made to promote NGO activities as well as understanding of NGO activities. Furthermore, efforts are being made to increase the management ability and expertise of NGOs. One example of these efforts is the NGO study group. This Program includes holding seminars to promote improving



Soil construction workshop in Jordan (Photo: Nippon International Cooperation for Community Development) (NICCO)

the accountability of NGOs, study groups held by NGOs themselves on various themes such as advancing partnerships with businesses, as well as symposiums.

JICA also provides a wide range of support for NGO staff. For example, JICA conducts 1) NGO human resource development training, where training is conducted on project management for improving the capacity of project implementation in developing countries, as well as on organizational management for enhancing the public relations and fund-raising abilities domestically, 2) project cycle management (PCM) training aimed at acquiring methods for planning, monitoring, and evaluating projects such as those implemented wider the JICA Partnership Program, and 3) dispatching advisors to NGOs domestic offices or overseas project sites to provide face-to-face advice on problems faced by NGOs.

## **(iii) Dialogue and Cooperation with NGOs**

In order to promote dialogue and cooperation with NGOs, since 1996 MOFA has held the NGO-MOFA Regular Meetings and engaged in active debate regarding the financial cooperation system for NGOs, such as Japan's assistance policies and the Grant Assistance for Japanese NGO Projects. Meanwhile, from 2002, as a forum for exchanging ideas and opinions with field-level NGOs, it opened the meeting between NGOs and embassies, which is often called "ODA Embassies." Embassy officials, aid implementing agencies, and NGO-related parties have thus far carried out discussion on the efficient and effective implementation of ODA in 13 countries, such as Nepal and Sri Lanka. JICA also holds the NGO-JICA Conference, which promotes the understanding and participation of citizens including NGOs in order to realize more effective international cooperation.

Notes: (50) Categorized as Preparatory Survey from October 1, 2008.

Chart II-19. Grant Assistance for Japanese NGO Projects in FY 2008

(Unit: ¥1,000)

Region/Country	Project Name	Recipient Organization	G/C Amount
<b>East Asia</b>			
Indonesia	Improvement of Community Health Care System -Construction of Deep Well-at Kabupaten Serang, Banten Province	PH-Japan Foundation	12,231
	Environmentally Friendly Development by Multiple Use of Jatropha curcas in Indonesia	APEX (Asian People's Exchange)	20,000
Cambodia	Project for Maternal and Child Health Service Promotion in Prey Veng Operational District, Cambodia (Second year)	SHARE (Services for the Health in Asian and African Regions)	20,873
	Additional Construction Project for Thkov Primary School in Kompong Cham Province	Association of School Aid in Cambodia	17,254
	Donation of Walkers for Disabled Children in Cambodia	PH-Japan Foundation	1,088
	UXO Clearing Project in South East Cambodia 2008	Japan Mine Action Service (JMAS )	10,000
	Provision of Ambulances to Public Hospitals in Phnom Penh, the Kingdom of Cambodia	Side By Side International	2,994
	H2O Project for Community Based Demining in The Western Part of Cambodia	Japan Mine Action Service (JMAS )	84,078
	Project for Construction of Wattamem Junior High School	NPO School Aid Japan	17,311
Thailand	Anti-malaria, tuberculosis and AIDS project in the Greater Mekong Sub-region (Phase III)	Japan International Friendship & Welfare Foundation	20,000
	Project for Training of Peer Educators on HIV/AIDS at the Workplace in Thailand	Japan International Labour Foundation	8,095
	Project for raising the standard of living of a minority race near Chiangmai	All Life Line Net	4,691
	A donation project of used medical equipments to Maesai hospital, Chiang Rai, Thailand	Japan International Friendship & Welfare Foundation	713
	Non-formal Education Project for Preserving Traditional Culture (Library Activities Project along Thai-Myanmar Border )	Shanti Volunteer Association	13,906
	HIV/AIDS Prevention and Care Project along the Thai-Lao Border Area	SHARE (Services for the Health in Asian and African Regions ) )	13,976
Timor-Leste	Project for providing Training to dispose unexploded bombs of in East Timor	Japan Demining and Reconstruction Assistance Center	34,734
	The Project of Promoting Sound Growth and Educational Assistance for Children and Youths in Four Districts Timor-Leste	Children without Borders	19,994
	Comprehensive community-based project to reduce maternal and newborn mortality	Frontline	10,340
Philippines	Promotion of Participatory Forest Management in the Critical Watershed of Nueva Vizcaya Province (Second Year )	GLM Institute	19,564
	Donation of Used Equipment to Negros Sericulture Project	OISCA	3,276
	Recycled Desks and Chairs Donation Program for Maitim Elementary School	NPO Aichi Rescue	486
	Tuberculosis Control Project in Urban Poor Area in Metro Manila, Philippines, "Stop TB para sa Lahat" (Phase 1)	Japan Anti-Tuberculosis Association (JATA)	19,330
Viet Nam	"Improving household food security in Dak Rwa commune by strengthening local farming technology in sustainable agriculture" (Second year)	GLM Institute	20,000
	"POSITIVE" Project (Activities on Occupational Health and Safety conducted by Trade Union in Vietnam)	Japan International Labour Foundation	16,479
	Integrated Child Nutrition Project in northern mountainous region of Vietnam (Phase 1)	Save the Children Japan	29,845
	The training course of education for children with disability to mainstream teachers in south of Vietnam	Non Profit Organization Asia Rainbow Association	3,753
	Promotion of Primary Health Care for Mothers and Children in Pac Nam District, Bac Kan Province, Vietnam, Phase 3	AMDA Multisectoral and Integrated Development Services	19,296
Myanmar	Project for Construction of Mahagandayon Thaketa Child Development No.4 Monastic Education School	Southeast Asia Exchange Association	9,224
	Mother and Child Nutrition Support Program in Kokang Special Region No.1	AMDA Multisectoral and Integrated Development Services	23,548
	Project for the Construction of the Kyawk Su Micro-Hydro Power Plant and Distribution of Electricity to the 11 villages in Taunggyi District, Southern Shan State	Terra People Association(TPA)	12,986
	Project for Strengthening Basic Health Services in Pakokku District (Phase 2)	AMDA Multisectoral and Integrated Development Services	9,937
	Secure Water Supply Project in Magwe Division and Mandalay Division Central Dry Zone, Myanmar	Bridge Asia Japan (BAJ )	41,265
Mongolia	Japanese traditional medicine (JUDO therapy) diffusion project	Japan Judo Therapist Association	13,748
Laos	Humanitarian Unexploded Ordnance (UXO ) Clearance in Pek District, etc., LAO PDR	Japan Mine Action Service (JMAS )	98,672
	Used Car Donation for the Independent Living of the Disabled Persons in Laos	Asian Development with the Disabled Persons (ADDP)	800
	Dress-making vocational training program at Savannakhet in Laos (Phase 3 )	NPO Reborn Kyoto	10,546
	Sustainable Livelihood Improvement project in Savannakhet province in Lao P.D.R	Japan International Volunteer Center (JVC)	11,146
	Improving primary education for minority children in Salavan province	Shanti Volunteer Association	14,371

Southwest Asia			
India	Community Rural Health Care Technical Support and Capacity Building Support	Japan Evangelical Lutheran Association	4,456
Sri Lanka	Support for livelihood of returnees in Batticaloa District	JEN	20,913
Bangladesh	Street Children's Project in Dhaka City, Bangladesh	SHAPLA NEER = Citizens' Committee in Japan for Overseas Support	8,408
	Educational Assistance for Youths Affected by the Cyclone in Pirojpur District, Bangladesh	Children without Borders	18,070
	Income generation project for poor people in Manikgonj District, Bangladesh, by providing Microcredit	SHAPLA NEER = Citizens' Committee in Japan for Overseas Support	10,099
Pakistan	The Project of Education Assistance for Youths Affected by the Earthquake in North-west Frontier Province, Pakistan (2nd Phase)	Children without Borders	8,044
	Project for Construction of GRACE Astana Primary School	NPO Himalayan Green Club	12,752
	Improvement of Educational Environment in Rural Mountainous Area in District Bagh	JEN	18,066
Nepal	Project for forest conservation in remote villages in Nepal (revitalization of remote villages)	The Institute for Himalayan Conservation	6,440
	Quality Education for Children Affected by Armed-conflict (Phase 2)	Save the Children Japan	8,223
	Project for Alleviation of Difficulties of the Working Children	SHAPLA NEER = Citizens' Committee in Japan for Overseas Support	5,794
Middle East			
Afghanistan	Hygiene and Education Improvement Project in Parwan Province, Afghanistan	JEN	45,273
	School Construction Project in Nangarhar Province	Shanti Volunteer Association	46,763
	Demining and Explosive Ordnance Disposal Project, Bagram District, Parwan Province, Afghanistan (Phase 3)	Japan Mine Action Service (JMAS)	87,088
	Emergency Water Supply in Sarepul Province	Peace Winds Japan	46,436
Iraq	Improvement in Educational Environment at Primary and Secondary Schools in Baghdad	JEN	79,058
The Palestine Territories	Training of Psycho-Social Support in Villages in Palestine	Campaign for the Children of Palestine	13,653
Jordan	Women's Empowerment Project in South Shonah, Jordan	Nippon International Cooperation for Community Development	25,627
Africa			
Angola	H2O Mechanical Demining in The Bengo Province, Angola	Japan Mine Action Service (JMAS)	99,936
Ethiopia	Project for Quality Innovation of Elementary School Education in Neakuteleab, Lasta Woreda	Futaro Fund for Forests	11,254
Kenya	Project for HIV/AIDS Prevention through Capacity Building and Awareness-raising among Local Communities - Phase III	Friends Society for Kenyan Children in Japan	20,000
	AIDS Education Project For Social Building to protect children from HIV/AIDS in Nuu and Mui Division, Mwingi District	Community Action Development Organisation	12,288
Zambia	TB/HIV community DOTS with people centered approach in Zambia: Phase I	Japan Anti-Tuberculosis Association (JATA)	47,629
Djibouti	Project to strengthen the referral system for Somali and Ethiopian Refugees	AMDA Multisectoral and Integrated Development Services	20,091
Sudan	Construction of Boreholes in Jonglei State, South Sudan	Peace Winds Japan	61,828
	Improvement of School Water Sanitation and Hygiene in Central Equatoria State	JEN	26,782
	Management of Waystation in Upper Nile State, Southern Sudan	ADRA Japan	70,658
Malawi	HTC Scale-up Program in Malawi Phase 2	World Vision Japan	99,996
	The healthcare and nutritional improvement project in Nkhotakota District, Central Region, Republic of Malawi (Phase I)	Nippon International Cooperation for Community Development	44,514
Mauritania	L'aide Sanitaire de l'autonome des localites d'Adrar	SAVE AFRICA	9,591
Liberia	Voinjama Multilateral High School, Vocational Training Department Reconstruction Project	Peace Winds Japan	36,874
Oceania			
Solomon Islands	The food self-sufficiency support enterprise in the offing earthquake stricken area of Solomon Islands	APSD	10,332
Europe (Includes Newly Independent States)			
Kosovo	Bicycle Training Centre Kosovo (bicycle assembly occupational training)	The International Citizen's "Help Action" Network	1,983
Serbia	Collaboration Project for Cleaning Bujanovac City by School Children	Japan Center for Conflict Prevention	15,793
<b>Total: 29 countries, 1 Region / 72 Projects / 45 Organizations</b>			<b>183,5261</b>

## (b) Collaboration with Private Sector Enterprises

### (i) Public-Private Cooperation for Accelerated Growth

The activities of private sector enterprises can engender development results in developing countries on a level beyond the reach of ODA alone, as they can promote employment, the transfer of technologies, and expand trade and investment. In April 2008, the “Public-Private Cooperation for Accelerated Growth” was announced along with other measures for promoting public-private collaborations in response to the Interim Report and final memorandum submitted by the Advisory Council on International Cooperation, as well as various recommendations provided by economic organizations. The objective of this measure is to construct a meaningful partnership for both the public and private sectors, share external policies through public-private cooperation, and work together to address development problems. Specifically, the framework is producing concrete results by committing to the three pillars of: 1) adopting and implementing projects proposed by the private sector regarding public-private cooperation (Public-Private Cooperation Offices have been established at MOFA, MOF, METI, and JICA), 2) holding regular policy dialogue between ministries and agencies related to ODA, as well as between

the Japanese business community and JICA and other aid implementing agencies, and 3) promoting public-private cooperation in developing nations (establishing “Expanded Country-Based ODA Task Forces” in which local Japanese companies participate).

### (ii) Smooth Implementation of ODA Loans

Private-public cooperation is widely recognized as necessary for development assistance to developing countries, and it is important to smoothly produce development effects through effectively organized assistance composed of ODA loans and private-sector businesses. From the perspective of facilitating private-public cooperation as well, it is necessary to promote smooth implementation of ODA loans.

Japan announced Speed Up of ODA Loan Projects by Expediting Government-Industry Coordination in 2009 by taking into consideration ownership of indebted countries, prevention of fraud and corruption, environment and society-friendliness as an additional measure of to promote smooth implementation. The announcement included information sharing on schedules with private sector, and smooth implementation of JICA's designing assistance in Special Terms for Economic Partnership (STEP<sup>(Note 51)</sup>).

## (c) Collaboration with Academia and Local Governments

Japan utilizes the know-how accumulated by academia and local government to implement ODA more effectively. In order to make use of the intellectual assets of universities, JICA concludes contracts with universities to implement comprehensive technical cooperation and promote ODA loan projects. For universities, partnering with JICA allows

them easier access to sites in developing nations and the benefit of being able to acquire practical experience. In addition, JICA also partners with local governments in various areas such as qualitative project improvement, development of human resources for aid, and vitalization of regional project deployment.

## (d) Collaboration with Local Governments and NGOs of Developing Countries

Working together with local governments and NGOs in developing countries is not only beneficial to the socioeconomic development of the developing nation, but also leads to strengthening civil society and NGOs in the country. Japan utilizes mainly Grant Assistance for Grassroots Human Security Projects to provide assistance for

socioeconomic development projects implemented by these aid-related personnel. This financial cooperation is evaluated highly even in developing nations as a detailed and fast form of assistance that provides direct benefits on the grassroots level.

Notes: (51) In order to make use of Japan's advanced technology and know-how, and to enhance the visibility of Japanese aid through technological transfer to developing countries, Japan introduced STEP in July 2002.



## (e) Collaboration with International Organizations and Other Countries

In recent years, from the perspective of aid effectiveness, various aid bodies have been working to coordinate their assistance policies in aim to achieve international development goals and agreements, including the MDGs, Paris Declaration<sup>(Note 52)</sup>, and the Accra Agenda for Action (AAA).<sup>(Note 53)</sup> Currently, working groups have been formed for such fields as health and education in a large number of aid-receiving nations, whereupon program-type assistance is being implemented in accordance with the sector development strategy of the nation. Japan too, participates in many of these programs, including agriculture in Tanzania and water in Yemen. In addition, in Bangladesh, Japan has drafted common strategic partnerships with the Asia Development Bank (ADB) and the United Kingdom's Department for International Development (DFID) for assisting the poverty reduction strategies (PRS) of Bangladesh. Therein, Japan is advancing coordination and cooperation with these entities to implement aid more effectively and

efficiently in a cross-sectoral manner. Japan also currently participates in working groups among a wider range of donors that meet to draft common aid strategies, thereby actively taking part in aid coordination.

Until now, members of the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) have been the main aid-providers within the international community. In recent years, however, assistance activities by non-DAC member countries have become noteworthy, including those of Eastern Europe, the Middle East, China, Russia, South Africa, Brazil, as well as Southeast Asian nations such as Singapore and Malaysia. It is important for DAC countries including Japan to share their past experiences regarding aid and cooperate as necessary so that these countries can work together in aim to solve global issues as responsible aid-providing countries.

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Notes: (52) The Paris Declaration complied undertakings to be made by both aid-providing countries and aid-receiving countries in respect to measures that need to be implemented in order to improve the quality and efficiency of aid. The Declaration was adopted at the Second High Level Forum on Aid Effectiveness, which was held in Paris in 2005.

(53) This is an action plan that was adopted in September 2008 in Ghana at the Third High Level Forum on Aid Effectiveness. The plan includes a decision to make further improvements to the effects of aid as well as undertakings to be employed until 2010 in aim of achieving the objectives in the Paris Declaration.

## Box 5

# Commitments for Improving Aid Effectiveness

It has been increasingly recognized that alongside the augmentation of the quantity of aid, the improvement of the quality of aid is necessary to achieve internationally shared goals on development, such as the Millennium Development Goals (MDGs). In 2005, the Paris Declaration was adopted, which stipulated a set of actions for more effective conduction of aid. In September 2008, the Third High Level Forum on Aid Effectiveness (Accra HLF) was held in Accra, Republic of Ghana, in order to assess the progress made on the Paris Declaration and to discuss challenges for the achievement of the goals. After active discussions among the participants from developing countries, donor countries, international organizations and civil society, the Accra Agenda for Action (AAA) was adopted to accelerate efforts for aid effectiveness.

The AAA lists a number of actions for enhanced ownership (self-help efforts) of developing countries, and harmonization among donor countries, and mutual accountability. The major points of the AAA are: (1) to improve "predictability" by providing developing countries with information on donors' three-to-five year forward implementation plans; (2) to use developing countries' "country systems" instead of the aid delivery systems of donor countries; (3) to promote "division of labor" among donors, on the basis of developing countries' initiatives; (4) to use "conditionality" based on national development strategies of developing countries and mutual agreements between developing countries and donor countries; (5) to 'further untie aid' promoting the use of local and regional procurement and the transparency of procurement procedures; and (6) to promote "South-South co-operation" among developing countries, and "triangular co-operation," where donor countries assist South-South co-operation.

Japan participated in the formulation of the AAA as a

steering committee member of the Accra HLF, and advocated the importance of development results such as the reduction of poverty, development assistance designed to support ownership and to respond to needs of developing countries, and a new aid architecture that includes emerging donor countries. For instance, Japan hosted a preparatory conference in Asia for discussions on the AAA, and collected the opinions of developing countries. In addition, Japan launched a working group in the Development Assistance Committee (DAC) to promote dialogue with emerging countries, and served as a co-chair with Russia. Aside from this, Japan has been working for a new aid architecture where emerging donor countries are able to reflect their opinions. For example, in cooperation with the Republic of Korea, Japan co-hosted a conference with emerging countries in which the participants discussed the further coordination of their aid policies. The outcomes of these efforts formed the basis of the discussions in the Accra HLF and for the AAA.

Even after the Accra HLF, Japan continues to actively support developing countries' efforts in capacity development and development effectiveness. For instance, since March 2009 in the Asia-Pacific region, Japan has been providing assistance for capacity development among government officials, legislature and civil society in developing countries, collaborating with the United Nations Development Programme (UNDP), the Asian Development Bank (ADB), the World Bank and others. Through such assistance, Japan attempts to help developing countries improve development effectiveness. In 2011 the Fourth High Level Forum on Aid Effectiveness is scheduled to be held in the Republic of South Korea, which joins the DAC in 2010. Japan is taking part in preparatory works while advancing efforts to improve development effectiveness, in cooperation with developing countries and other donor countries.

## 2. Increasing Public Participation

### (1) Broad Participation by Japanese Citizens from All Walks of Life

In order to promote international cooperation with the participation of Japanese citizens from all walks of life, JICA implements programs like the Japan Overseas Cooperation Volunteers (JOCV) and Senior Volunteers. The JOCV is a citizen-participation instrument that dispatches youth between the ages of 20 and 39 for two years to developing nations to assist in social and economic development while living and working together with the people of the country. JOCV has a long history, spanning more than 40 years, and it has been highly praised overseas as a form of person-to-person Japanese aid. Senior Volunteers, the corresponding JOCV project for seniors, is a public participatory project under which the government supports the activities of senior citizens between ages 40 to 69 who possess a wide range of skills and abundant experience and wish to contribute to the

development of developing countries on a volunteer basis.

The most familiar examples of citizen participation in international cooperation are assistance for NGOs that engage in international cooperation as well as participation in those assistance activities. The number of Japanese NGOs increased dramatically in accordance with legislative developments following the 1998 enactment of the Act on Promotion of Specified Non-profit Activities (NPO Act). The actual number of organizations involved in international cooperation activities is said to be around 400. Japanese NGOs are anticipated to expand the scope of ODA, cultivate highly-capable human resources in the field of international cooperation, and serve as the main body for activities that communicate the spirit of Japan.

### (2) Human Resources Development and Development Research

Due to the increasing diversity and complexity of development issues, recruiting and developing personnel with sophisticated knowledge, abundant experience, and communication skills in foreign languages is essential today for effective and efficient implementation of international cooperation. This is also true for research activities conducted in order to appropriately assess the needs of developing nations and trends in the international community.

In 1990, the Foundation for Advanced Studies on International Development (FASID) was established to serve as an organization for promoting the concept of an international development university. FASID provides training and education for persons associated with assistance and also conducts survey and research projects. FASID also dispatches lecturers to various universities to teach development cooperation-related seminars and classes. In 2000, in cooperation with the National Graduate Institute for Policy Studies (GRIPS), FASID established a joint international development program in the master's course of this university.

In 2003, JICA established the International Cooperation Personnel Registration System in order to recruit and make use of motivated personnel with specialized skills. This system provides information on job openings, staff registration,

information on various types of training and seminars, and career development consultations for international cooperation-related bodies such as JICA, NGOs, and international organizations. In addition, the Senior Advisor System is used to recruit human resources with high-level expertise and ample practical experience in developing countries, while an Associate Specialist system has also been established in aim to cultivate youth that possess a certain degree of expertise despite having little experience. In October 2008, the JICA Research Institute was established, where empirical and policy research is promoted based on theoretical frameworks while keeping in mind the message to the governments of developing countries and the international assistance community.

The Institute of Developing Economies of the Japan External Trade Organization (JETRO) conducts research on the politics, economy, and society of developing nations together with mainly researchers, including specialists from Japanese and overseas universities as well as other research institutes. Furthermore, the Institute of Developing Economies Advanced School (IDEAS) of JETRO was established for Japanese and foreigners to provide training aimed at developing highly-skilled development experts, so as to contribute to the economic and social development of developing countries.

### (3) Development Education

Development education and issues faced by developing countries are taught as part of the learning objectives for the “Period for Integrated Study,” a course implemented nationwide at schools of all three levels of elementary, junior high, and senior high school. In order to promote development education, MOFA has a variety of proactive efforts in place. For instance, it launched a webpage to promote development education in compulsory education at elementary and junior high schools, “Tanken Shiyo! Minna no Chikyū (Let’s Explore Our Planet)” on its own website, while video and other materials are often provided on the Plaza for International Cooperation website. Since FY 2003,

the “Global Education Contest”<sup>(Note 54)</sup> has also been held, whereupon teaching materials for development education are gathered.

JICA, too, has conducted efforts. For example, in response to the requests of local governments that promote regional internationalization and from schools themselves, “lectures on international cooperation,” where JOCVs are sent to schools as teachers, are held along with essay contests and so on targeting nationwide junior and high school students. The “Practical Development Education Seminar” is also being implemented.

### (4) Information Disclosure and Transmission

As the source for ODA is citizen taxes, Japan is working to ensure transparency and to disclose and transmit information.

#### (a) Public Relations and Information Disclosure

MOFA and JICA have each established websites<sup>(Note 55)</sup> related to ODA in an aim to transmit accurate information in a timely manner. MOFA also issues the *Kokusai Kyoryoku Newspaper* (International Cooperation Newspaper) that contains the latest information regarding international cooperation on a monthly basis. The newspapers are distributed to educational institutions, libraries, and similar locations around the country. MOFA also publishes an email magazine that includes episodes written by officials on overseas diplomatic missions and JICA related personnel about their actual experiences in the fields.

As part of efforts to promote international cooperation efforts and dialogue with the public, symposiums with Japanese citizens named “*Kokusai Kyoryoku ni Tsuite Kataro* (Let’s talk about International Cooperation)” are held three times per year. MOFA also holds the ODA On-Demand-Delivery Lecture, where MOFA staff visit elementary schools, junior and senior high schools, universities, local governments, NGOs, and similar venues to describe various topics on international cooperation.

Since FY1997, a series of regular programs have been televised for promoting the public’s interest and



understanding of international cooperation. In FY2008, “Chibana Kurara no Chikyū Supporter” (Global Support by Kurara Chibana) was televised by a TV TOKYO affiliate, covering images of Japanese aid-related personnel active in developing countries as well as images of local residents. The show also introduced the current situation in developing countries, necessity for aid, and results from Japanese projects.

Global Festa JAPAN is held annually around International Cooperation Day<sup>(Note 56)</sup> (October 6) as Japan’s largest international cooperation event. Cosponsored by MOFA, JICA, and JANIC (Japan NGO Center for International Cooperation), the event is held on a Saturday and Sunday at Hibiya Park in Tokyo. Over 250 organizations including NGOs, international agencies and embassies of various countries present exhibits at the festival, and the festival receives about 96,000 visitors.

Notes: (54) This was previously named the “Contest of Development Education / International Understanding” (changed in FY2009).

(55) MOFA: <http://www.mofa.go.jp/mofaj/gaiko/oda>; JICA: <http://www.jica.go.jp>; Plaza for International Cooperation <http://www.apic.or.jp/plaza>.

(56) On October 6, 1954, Japan’s participation in the Colombo Plan was given cabinet approval, and economic cooperation began. October 6 was set as “International Cooperation Day” in 1987, via cabinet approval.

## (b) Enhancing Dissemination of Information to the International Community

Japan employs various measures to ensure that awareness is raised overseas as well about the proactive international contributions made by Japan via ODA. Specifically, Japan has participated in interviews with the local press in addition to offering press releases at signings and handover ceremonies, attaching Japanese flag stickers (in English and Arabic) and the Japanese ODA logo (in English, French, Spanish, Arabic, and Portuguese) to goods supplied through

assistance. Japanese overseas diplomatic missions have arranged visits to Japan's ODA project sites for the local press and created opportunities for the local media to gather information on Japan's cooperation projects. Furthermore, Japanese embassies disseminated information via various lectures, websites in English and local languages, and are creating pamphlets for publicity.

## 3. Matters Essential to Effective Implementation

### (1) Enhancement of Evaluation

In order to implement ODA more effectively and efficiently, it is important to get accurate knowledge and improve the aid implementation process and its effects. To this end, relevant ministries and agencies including MOFA as well as implementing agencies such as JICA conduct monitoring and evaluation.

ODA evaluation is positioned in the framework of the PDCA Cycle (Plan → Do → Check → Act). The evaluation results provide feedback to the departments in charge and the governments of aid-receiving countries, so as to contribute to improving the formulation and implementation of ODA policy. In addition, it is necessary to explain to citizens how ODA is used and what effects were achieved. Thus, the government posts ODA evaluations on the internet in order to fulfill its accountability to the public.

Evaluations conducted by MOFA focus particularly on policy-level evaluations (country policy evaluations and priority issue evaluations) and program-level evaluations (aid modalities). For these evaluations, so-called third-party evaluations are commissioned to the Advisory Meeting on ODA Evaluation<sup>(Note 57)</sup> from the perspective of ensuring objectivity.

In regards to ODA loans, an ex-ante evaluation is conducted in addition to an ex-post evaluation, which takes place two years after the completion of a project by an external evaluator. These evaluations are conducted from the perspectives of relevance, efficiency, effectiveness,

impact, and sustainability. Moreover, a "mid-term review" is implemented five years after the conclusion of the ODA loan contract to verify the appropriateness, effectiveness, and other aspects of the project plan. Ex-post monitoring is also implemented seven years after the completion of the project to verify such aspects as effectiveness, impact, and sustainability.

In technical cooperation, JICA conducts evaluations at each project stage: prior to commencement, during implementation, at the time of conclusion, and following completion. In addition, the recommendations and lessons learned through these evaluations are systematically fed back to inform future project planning and implementation. Furthermore, ex-post evaluations are conducted by external evaluators.

In regards to grant aid projects, in addition to the ex-ante evaluation conducted under the Government Policy Evaluation Act during the planning stage of the project, external evaluators are used to conduct ex-post evaluations on the project level four years after the completion of the project to verify the use of facilities and equipment as well as the effects produced by aid for general grant aid and grant aid for fisheries. The lessons obtained from those ex-post evaluations are reflected in the development and implementation of new projects in order to implement grant aid in a more effective and efficient fashion.

Notes: (57) The External Advisory Meeting on ODA Evaluation is to be resolved in March 2010 while Japan continues to study how effective evaluation of ODA should be implemented.

## (2) Ensuring Appropriate Procedures

In the implementation of aid, confirmation is made on whether consideration has been paid to the impact that project-implementing organizations elicit on the environment and local society, such as on the involuntary relocation of residents or infringements on the rights of native populations and women. For loan aid and technical cooperation, a vast range of views are acquired from advisors such as academics and NGOs, and guidelines are created in order to confirm considerations paid to the local environment and society. For grant aid, as well, assistance is provided based on the Grant Aid Screening Guidelines. In line with the launch of the new JICA in October 2008, efforts are being conducted to unify the structures of the old JICA and old JBIC guidelines (as of December 2009). These undertakings

lead to ensuring transparency, predictability, and accountability related to considerations of environmental problems.

In addition, a meeting of the Committee for the Appropriate Implementation of Grant Aid is held for grant aid projects to achieve more efficient and transparent ODA projects. The meeting consists of specialists from the fields of international finance, development economics, law, accounting, and information, as well as NGO-related parties. The opinions of these third parties are incorporated into the selection processes for grant aid projects. As well, for the effective and efficient implementation of aid, much effort is exerted for the appropriate and efficient procurement of equipment and consulting services in terms of quality and price.

## (3) Prevention of Fraud and Corruption

Given that Japan's ODA comes from taxpayers' money, fraudulent use of the funds provided for assistance must be avoided. Accordingly, the government and JICA work to ensure the transparency of procurement and other procedures.

During the procurement stage for ODA projects, tenders have been submitted by developing countries in accordance with guidelines. The results of these are verified by JICA, and steps are taken to increase transparency; not only is the name of the business receiving the order made public, but so too is the contract amount. In case improprieties are discovered relating to procurement or other stages of ODA project implementation, a mechanism has been set in place whereby firms that commit improprieties are disqualified from bidding or receiving contracts for projects for a certain period.

Efforts are also being made for auditing. These efforts include expanding external auditing, implementing spot audits, and taking measures to improve auditing based on audit results. With regard to external audits, external audits are being implemented at JICA by accounting auditors. For grant aid, external audits for Grant Assistance for Grassroots Human Security Projects worth ¥3 million or more are obligatory in principle and are steadily implemented.

With respect to the implementation of spot audits of loan aid, a mechanism has been introduced for audits that can be conducted where necessary for projects agreed upon by the governments. For technical cooperation, internal audits are conducted at JICA via sampling. For grant aid, as well, technical audits are being conducted.

Japan ratifies the OECD Convention on Combating Bribery of Foreign Public Officials in International Business Transactions, and as such it is strict in its handling of fraudulent business with foreign government parties, including application of the Unfair Competition Prevention Law, in order to ensure trust toward ODA projects, which use taxpayers' money as their main resource.

Improprieties were revealed in ODA loan projects in Viet Nam, and in 2008 concerned parties in Japan were prosecuted and convicted. As a result, the issue was responded to harshly so as not to lose trust in ODA loans and ODA projects. The government and the former JBIC announced measures to disqualify the applicable firm as a tenderer for loan and grant aid projects for a period of 24 months. In addition, by that point JICA had already taken it off the list of registered consultants.

In response to this incident, the governments of Japan and Vietnam set up the Japan-Vietnam joint committee for

Preventing Japanese ODA related Corruption, aimed at blocking the recurrence of similar misconducts and winning back trust on ODA for Viet Nam. In February 2009, the Report of Japan-Vietnam Joint Committee for Preventing Japanese ODA related Corruption was released. Based on this report, Japan has responded by taking such measures as introducing quality and cost based selection, making negotiated contracting more strict, and establishing an office to assess information related to fraud and corruption in a unified manner. In addition, Vietnam is advancing such efforts as improving the transparency of procurement procedures, and drafting a code of ethical conduct that all persons related to ODA project tenders are to abide by, whether public or

private sector. Japan also plans to expand the applicable results from these efforts to other aid-receiving countries in order to improve overall transparency of ODA projects.

In consideration of the aforementioned incident, an exploratory committee was established under the Foreign Minister and formed of external advisors in order to conduct deliberations aimed at preventing the reoccurrence of similar fraud and corruption. The committee compiled a report in September 2009. Specifically, the report included such measures as strengthening measures and regulations for corporations and utilizing the Office on Information relating to Fraud and Corruption. MOFA intends to promptly implement the measures contained in this report in the future.

#### (4) Securing the Safety of Personnel Engaged in Development Assistance

The public order in developing countries where ODA personnel are involved in development operations varies considerably and changes constantly. In addition, since the terrorist attacks in the United States on September 11, 2001, tensions in the Middle East and South Asia have increased. As well, frequent global terrorist activities still exist. In implementing peace building activities, how to safeguard ODA personnel has become a considerably critical issue.

In Japan, the government examines the domestic security situation in the country through mainly Japanese embassies, provides travel information, and exchanges and shares information among people engaging in ODA. JICA takes measures such as providing particular training and seminars before they leave Japan, ensuring communication means in emergency situations in the destination, deploying safety officers,<sup>(Note 58)</sup> and installing security equipment in

the living quarters of ODA personnel. In addition, JICA prepares security manuals tailored to the security conditions of the various countries and regions by exchanging information with Japanese embassies and local offices of international organizations, and it implements other appropriate and timely security measures. As well, efforts are being made to enhance safety, as joint training for emergency and risk management is conducted with JICA and the Office of the United Nations High Commissioner for Refugees (UNHCR). In terms of grant aid, JICA provides information for consultants and construction contractors, while also improving the system for communication during emergencies. As for loan aid, efforts are made to ensure the safety of Japanese corporations that take on projects through such measures as the provision of information.

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Notes: (58) In order to strengthen safety measures in local areas, since before the merger JICA has employed as safety officers those people who are well versed in the security and safety measures of the country concerned. In this way, JICA seeks the capabilities of collecting and offering information and around-the-clock response to a wide range of tasks from housing security to traffic accidents.