

Section 5

Formulation and Implementation of ODA Policy

The ODA Charter categorizes a series of reform measures for providing more efficient and effective ODA into three parts: “system for formulation and implementation of ODA policy,” “increasing public participation,” and “requirements for implementation of strategic and effective assistance.”

1. System for Formulation and Implementation of ODA Policy

(1) Formulation of Consistent Aid Policy

At the Headquarters of International Cooperation Policy Planning established under the political leadership of the Minister for Foreign Affairs (MOFA), the International Cooperation Bureau and the relevant regional bureaus of MOFA deliberate on international cooperation policy, regional challenges, and the approach to priority issues, in an effort to plan and propose effective ODA, while constantly confirming its role within the overall foreign policy. “The ODA Review Final Report,” which was released by MOFA in June 2010, also stipulates that the Headquarters would be utilized proactively.

MOFA's International Cooperation Bureau, established in August 2006 when the Ministry of Foreign Affairs reorganized the Economic Cooperation Bureau, comprehensively plans and drafts ODA policies, while also playing a central role in coordination throughout the entire government. In July 2009, the International Cooperation Bureau underwent organizational reform to

strengthen the ODA policy planning and proposal function of MOFA. The Aid Policy Planning Division, that oversaw the planning and proposal of ODA policy, and the Grant Aid and Technical Cooperation Division and the Loan Aid Division that oversaw aid schemes, were consolidated, thereby strengthening the Country Assistance Planning Divisions. This organizational reform has made it possible to provide loan aid, grant aid, and technical cooperation in a unified manner through three Country Assistance Planning Divisions under the newly established Development Assistance Policy Coordination Division. In addition, efforts are being made to further increase the collaboration among divisions related to bilateral aid and multilateral aid, strengthen the strategic nature of international cooperation, and implement more effective aid. Moreover, by sharing information and views among related agencies, the knowledge and experience of those agencies are being reflected in ODA policies.

(2) Partnership between the Government and Implementing Organizations

MOFA works with aid-implementing organizations to enable the prompt utilization in disbursement of aid of the Priority Policy Issues for International Cooperation that MOFA formulates each fiscal year.

In October 2008, JICA, which had implemented technical cooperation and promoted grant aid, and the overseas economic cooperation division of the former Japan Bank for International Cooperation (JBIC), which

had been in charge of providing ODA loans and other loan aid, were merged into a new JICA. A portion of the work related to implementation of grant aid that had been handled by MOFA was transferred to JICA, making it a comprehensive aid organization that provides technical cooperation, loan aid, and grant aid, in an integrated manner.

(3) Strengthening Policy Consultation

Japan holds detailed policy discussions and works to share awareness and understanding with developing countries, in order to implement development assistance that is more effective. Although Japan implements ODA with emphasis placed on requests from developing countries, from the perspective of supporting their self-help efforts, it also

deliberates on policies with governmental parties from the partner country, at a stage prior to the receipt of a request. The aim of these discussions is to understand the developing country's development policies and needs for assistance, and to coordinate them with Japan's assistance policies.

(4) Strengthening Functions at the Field Level

In order to strengthen policy consultation with the governments of developing countries, Country-based ODA Task Forces, whose main members are Embassy of Japan and JICA offices in each country, have been established, as a rule, in all recipient countries of Japan's ODA.³⁰ The Task Forces also participate in determining country assistance policy and rolling plans of aid projects as they are expected to better understand the assistance needs of the developing country. The Task Forces also engage in discussions regarding policies with the governments of developing countries. In addition, the Task Forces work together with other donor countries and international organizations to offer suggestions related to

combination of different ODA schemes as well as review of these schemes. They also consider and select candidate projects for Japan's ODA.

Further, with full-scale aid coordination* being conducted at the field level when, for example, Poverty Reduction Strategy Paper (PRSP) (see "Terminology" on page 110) is prepared or revised in a country, Japan began in FY2006 to assign coordinators for economic cooperation at some of its overseas diplomatic missions. Their role is to collect information and implement researches related to aid coordination, to disseminate information on Japan's aid policies to other countries, and to make recommendations to the Japanese government from the field.

Terminology

* Aid coordination

Aid coordination refers to the sharing of information by multiple donors and cooperation to formulate aid strategy and to plan and implement projects, etc., to increase the impact of assistance. In the past, aid coordination focused on collaboration and coordination between donors on individual projects, but in recent years, comprehensive aid coordination in which donors provide assistance under shared strategy and procedures in accordance with the development policies of the recipient countries has been implemented in Sub-Saharan Africa and other nations around the world.

(5) Partnership with Domestic and Overseas Aid-related Entities

Japan engages in international cooperation in partnership with private sector, NGO, universities, local municipalities, international organizations, and other donor countries.



Utilizing Grant Aid for Japanese NGO's Projects to build a well and restrooms at a school. Delighted children in Zimbabwe. (Photo: NPO ADRA Japan)

● Partnership with NGOs

In recent years, NGOs have fulfilled an important role in the international community by recommending policies on major diplomatic issues such as development, environment, human rights, trade, and disarmament. Japanese NGOs implement high-quality aid activities in developing countries, including education, health and medical care, community development, refugee assistance, and mine clearance. In addition, Japanese NGOs provide prompt humanitarian assistance in areas affected by conflict or natural disasters like earthquakes. NGOs are in tune to the needs of people at a grass-roots level in dire

situations where governmental assistance has difficulty to reach. NGOs are deeply familiar with the region and are able to provide suitable response to the needs of people, as well as to enhance "Visibility of Japanese Aid." Japan has advocated the promotion of partnerships with NGOs in the ODA Charter and other policies. Japan engages in a variety of collaborative measures related to NGO aid activities, including financial assistance, capacity building program, and opportunities for dialogue between NGOs and MOFA.

Note 30: Excluding a portion of countries under the jurisdiction of JICA Headquarters.

Column
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Assistance that Encourages “Recovery of the Heart”

—Interview with NGO JEN Trustee and Secretary General
Keiko Kiyama—



The following is an interview with Ms. Keiko Kiyama, Trustee and Secretary General of the non-governmental organization JEN, which assists regions of conflict and disaster in Japan and abroad.

You have been involved in assisting people in regions of conflict and disaster for many years. What is the focus of your activities? Where do you pour the most energy?

In conflicts and disasters, people lose more than material possessions. In the course of providing assistance, I became strongly aware of the importance of things you can't see with the eye but are essential to people's lives. There are many such things—love, bonding, gratitude, dignity, confidence, knowledge, philosophy, and so on. Some people are too deeply distressed to feel these things, and they can't take the first steps toward reconstruction. On top of healing their wounds and providing them with food and a place to take shelter from the rain, I've poured my energy into addressing basic human livelihood by restoring their dignity and helping them to regain self-support. That is, in any assistance project, I've tried to incorporate elements of “recovery of the heart” and “regeneration of the community.” This may sound time-consuming, but people who have recovered their dignity never back down, so reconstruction continues even after we leave. This is a huge advantage.

What project in the past produced the most remarkable results?

Around 2000, we had a project in the former Yugoslavia (amid raging conflict between ethnic groups) called Sheep Bank. We distributed six pregnant ewes to each family, and as “interest” on their loan, asked the families to donate three lambs to other refugees. About four years after the project was completed, I went back to see how the families were doing, and I was moved that they had grown a vast flock of sheep. Each family was caring for some 30 sheep. Through the project, they studied how to breed and raise the sheep, and also how to earn a living. Not only was this a success, but the idea of providing lambs to other displaced people worked out remarkably well too. At the time the project started, these people were in such great sorrow that they could hardly say hello. But they did a marvelous job of regenerating their community, and they were even supporting others who shared their plight.

JEN was one of the first to rush over and offer assistance in the Chuetsu earthquakes in Niigata Prefecture and the recent Great East Japan Earthquake in the Tohoku region. What is unique about JEN's activities?

To be honest, I never thought our experience abroad would come in so handy in Japan. Regardless of location, it's important to respect the region's culture and customs, and encourage the local people to play a central role in the activities. I believe people have the power to support themselves even in the worst of situations. JEN's activities are unique because they work to draw out this power. In Niigata, we continued to send volunteers to a small village with hopes of encouraging youths to settle there and mitigate depopulation. But only because the villagers welcomed our help were we able to support them.

The “ODA Review” released by the Ministry of Foreign Affairs (MOFA) requires Japan's ODA to strengthen collaboration with NGOs. What do you expect from development cooperation in the future?

To me, a good collaborative relationship not only leverages each other's strengths but also produces new outcomes and discoveries for both parties. Building this relationship will take eons if the NGO merely made a request and MOFA gave out the money. To come up with really effective projects that make good use of one another's unique strengths through close communication, both parties need to work at building a mature relationship, where they can offer constructive criticism and talk matters through and put different ideas into practice. I hope JEN can be a true partner to various stakeholders. After all, though each may have a different way of thinking, we all share the same goal—to aim for a world free of poverty and war.



Ms. Kiyama visiting an orphanage in Haiti (Photo: JEN)

a. Cooperation with NGO Projects

Japan cooperates in a variety of ways to enable NGOs to implement aid activities smoothly. For example, in FY2010, 46 organizations utilized Grant Assistance for Japanese NGO Projects, which provides funds to grassroots-level socio-economic development projects by NGOs, to implement 78 projects, including the construction of schools, assistance for disabled persons, vocational training, and improvement of maternal and child health. In addition, as of November 2011, 35 NGOs participate in the Japan Platform, an emergency humanitarian aid organization established in 2000 through a partnership among NGOs, the government, and the business community. The Japan Platform utilizes ODA funds as well as donations from private sector and individuals that have been contributed in advance to promptly distribute emergency supplies and medical assistance when a major disaster occurs. In FY2010, a total of ¥3.07 billion was disbursed for 74 projects in nine countries, including the one following earthquakes in Haiti and Chile, assistance for victims of flooding in Pakistan, and humanitarian assistance in southern Sudan, northern Sri Lanka, Afghanistan, and Pakistan.

In some cases, JICA's technical cooperation projects are outsourced to private sectors including NGOs, putting

to use the expertise and experience of NGOs, universities, and a variety of other organizations. Further, as part of its ODA activities, JICA conducts "JICA Partnership Program (JPP)" to outsource projects that have been proposed by NGOs, universities, and local governments bodies that directly contribute to the improvement of the lives of local residents in developing countries. In FY2010 JPP has provided funds for 211 projects in 48 countries.



Utilizing Grant Aid for Japanese NGO's Projects to train agricultural engineers in the Gaza Strip in Palestine (Photo: NPO Campaign for the Children of Palestine)

b. Establishing Better Environment for NGO Activities

Further measures to support NGO activities include projects for establishing better environments for NGOs. For example, under the "NGO Consultant Scheme," staff of Japanese NGOs who have experience and a favorable record of performance are commissioned by MOFA to address inquiries from the public and NGO stakeholders regarding NGO activities in international cooperation, or the management of NGO and development education. NGO consultants also provide site services at international cooperation events and conduct classes and seminars on the subject of international cooperation, and otherwise provide opportunities for many people to deepen their understanding of NGOs and international cooperation activities. Further, measures are taken to support NGOs in strengthening their organizations and capabilities, through hosting of "NGO study group" that serve as workshops

and symposiums on such themes as fair trade and partnership between companies and NGOs.

JICA also provides a variety of training for NGO staff. For example, JICA conducts (i) training for NGO organizational strengthening through human resource development, (ii) method training in project management that utilizes project cycle management (PCM) to enable personnel to acquire project planning, proposal, and evaluation skills in developing countries, (iii) dispatching of advisors to strengthen NGO organizations with the aim of enhancing the ability of NGOs to engage in public relations and fundraising domestically, and (iv) dispatching of advisors to strengthen overseas NGO projects that provide expert guidance for the effective implementation of projects overseas.

c. Dialogue and Partnership with NGOs

Since 1996, MOFA has held the NGO-MOFA Regular Meetings to promote a stronger partnership and encourage dialogue between NGO and MOFA. NGO and MOFA are

exchanging opinions regarding ODA policies and funding assistance for NGOs such as Grant Assistance for Japanese NGO Projects. Since 2002, the NGO-Embassy Meeting

has been held to exchange ideas and opinion on the efficient and effective implementation of ODA among the staff of Japanese embassies, other assistance organizations and Japanese NGOs that work in developing countries. The meetings have been held in 28 countries, including Nepal and Sri Lanka. JICA also hosts the NGO-JICA Meeting in order to promote the realization of effective

international cooperation and the understanding and participation of the civil society in international cooperation, based on an equal partnership with NGOs. In addition to supporting local NGO activities, Japan has also established an NGO-JICA Japan Desk in 22 countries to strengthen projects conducted jointly by NGOs and JICA.

Terminology

*** Grassroots partner type**

Technical cooperation program implemented by JICA to contribute to the social and economic development of developing countries at the grass-roots level in collaboration with partners in Japan, such as NGOs, universities, local governments and public interest corporations.

There are three types of JPP based on the size and nature of the organizations, which are classified as follows:

- Partner Type (Project amount not exceeding ¥100 million and to be implemented within 5 years)
- Support Type (Project amount not exceeding ¥25 million and to be implemented within 3 years)
- Local Government Type (Project amount not exceeding ¥30 million and to be implemented within 3 years)

*** Fair trade**

A method of trade that aids producers and protects human rights in developing countries by purchasing products at a fair price that is intended to facilitate self-reliance, in order to encourage trade that is not disadvantageous to producers in developing countries.

*** Project cycle management (PCM)**

The PCM method is a participatory development method of utilizing a project overview chart to manage operation of the cycle of analysis, planning, implementation, and evaluation of a development assistance project. It consists of participatory planning, monitoring, and evaluation. The technique is used by JICA and international organizations, etc., at the site of development assistance.

● Partnership with Private Business

a. Public-Private Partnership for boosting growth

Japanese private companies' activities in developing countries make significant contribution beyond ODA projects, by creating opportunities for local employment, augmenting tax revenue, expanding trade and investment, contributing to the acquisition of foreign currency, and transferring Japan's superior technology. In April 2008, Japan announced the "Public-Private Partnership for Growth in Developing Countries" a policy to strengthen partnership between ODA and private investment and to promote activities by private businesses in developing countries. Through this, the government receives consultation and proposals from private sectors related to their activities

which are conducive to economic growth and poverty reduction in developing countries, as well as public-private cooperation projects together with ODA. Up to this point, two public-private partnership projects have been authorized. The first was a project to utilize Grant Assistance for Japanese NGO Projects to mine clearance and unexploded ordnance disposal from farmland when Japanese businesses conduct herbal medicine cultivation in Laos (see page 29). The other was a project to utilize technical cooperation to invite a team of Mexican physicians to Japan for training of sophisticated medical technology (catheterization surgery) that had been developed by a Japanese company.



Collaborating with Terumo Corporation to implement public-private partnership training for the first time. Mexican physicians were given practical training related to sophisticated medical technology. (Photo: JICA)

Japan utilize its scheme of Grant Assistance for Grassroots Human Security Projects and technical cooperation to implement projects by partnership with local NGOs or private corporations such as Corporate Social Responsibility (CSR) activities, in which private businesses aim to contribute proactively to the local communities they enter, and BOP business, which aims to deploy support business for a low-income demographic and contribute to improvement of their lives and a resolution of social issues.

Moreover, JICA began the Preparatory Survey for PPP Infrastructure projects and BOP business, a scheme for formulating project plans based on the proposals submitted by the private companies to conduct a preparatory survey as a feasibility study* for project formulation. JICA has selected 19 PPP infrastructure

projects and 33 BOP business projects. In addition to utilizing the specialized knowledge, funds, and technology private businesses to resolve the development issues of developing countries, this gives a push to the overseas deployment of private business as well (see “Terminology” on page 29 for a description of BOP business and PPP).

The Reorganization and Rationalization Plan for Special Public Corporations announced in December 2001 stipulated that JICA Private Sector Investment Finance that provides direct investment/financing support when private enterprises do business in developing countries, would not be provided beginning in FY2002, except for projects that was authorized before the end of FY2001 and projects that were a continuation of such. However, due to an increase in the necessity of responding to new demands of high development impact through the private sector, the New Growth Strategy released on in June 2010 stipulated that Private Sector Investment Finance would be restarted within the fiscal year. Moreover, taking into consideration decisions made at the December 2010 the “Sixth Ministerial Meeting on Deployment of Integrated Infrastructure Systems,” procedures needed for its restart at the end of March 2011 were completed, and JICA’s Private Sector Investment Finance was started again. As a result, governmental

review of a micro-financing project for the poor sector in Pakistan and an industrial human resources development project in Vietnam was completed in October 2011. In the case of the latter, in November 2011, a loan agreement was concluded with a private bank that will be the recipient of financing on the Vietnam side.

In addition, the “Ministerial Meeting on Deployment of Integrated Infrastructure Systems” was established based on the cabinet decision regarding “the Council on the Realization of the New Growth Strategy” (September 7, 2010 cabinet decision) to respond to the enormous infrastructure demand particularly in Asia, support efforts by private business in the infrastructure area, and make dynamic, cross-national, and political leadership. In this context, the Ministry of Foreign Affairs has appointed 122 “Specialist in Infrastructure Projects” at 57 overseas diplomatic missions in 49 countries (as of November 2011), to strengthen system for gathering information through overseas diplomatic missions, and enhance communication with related local organizations and chambers of commerce. In addition, The Prime Minister himself leads Japan’s marketing effort to receive orders of infrastructure project.

(See “Terminology” on page 43 for a description of JICA Private Sector Investment Finance, New Growth Strategy, and Deployment of Integrated Infrastructure Systems.)

b. Acceleration of ODA Loans Process

Public-private partnership has become widely recognized as necessary for development assistance to developing countries. It is important to smoothly produce development effects through effectively organizing the assistance composed of ODA loans and private-sector business. From the standpoint of promoting effective public-private partnerships as well, further efforts are required to provide ODA loans at the same pace as implementation of private sector business.

While giving attention to ensuring accountability and appropriate procedures through such means as ownership on the recipient countries, the prevention of fraud and

corruption, and considerations of environmental and social impact of projects, Japan announced a Measures to Accelerate ODA Loans Process in July 2010, with consideration to its “Measures to Accelerate ODA Loans Process” announced in 2007 and “Measures to Accelerate ODA Loans Process” by Expediting Public-Private Partnerships published in 2009. The measures announced in 2010 include additional actions such as the implementation of “pre-pledges,” increasing the number of countries which hold on-site monitoring meetings and detecting problems at an early stage, and holding discussions regarding countermeasures.

c. Partnership with Universities and Local Governments

Japan utilizes the practical knowledge accumulated by universities, as well as local governments to implement ODA more effectively. JICA promotes the joint implementation of comprehensive technical cooperation and ODA loan projects to make it possible to utilize the specialized knowledge possessed by universities to

address the challenges of developing countries. In addition, JICA cooperates with local governments to utilize their knowledge and experience to work toward qualitative improvement of ODA projects, development of human resources for aid activities, and vitalization of regional project development.

d. Partnership with Local Governments and NGOs of Developing Countries

Partnerships with local governments and NGOs in developing countries strengthen not only the socio-

economic development of developing countries, but also lead to the strengthening of civil society and NGOs in

those countries as well. Japan mainly utilizes Grant Assistance for Grass-Roots Human Security Projects to support socio-economic development projects implemented by aid-related personnel. This financial

cooperation has also received high praise in developing countries as a detailed and rapid form of assistance that provides direct benefit at the grassroots level.

e. Partnership with International Organizations and Other Countries

In recent years, from the perspective of improving the quality of aid and aid effectiveness, various aid groups have been working to coordinate their development assistance policies to achieve international development goals and agreements such as the Millennium Development Goals (MDGs) based on the Paris Declaration and the Accra Agenda for Action (AAA). Currently, working groups have been formed according to each field such as health and education in many recipient countries, and program-type assistance is being implemented in accordance with the sector development strategy of the nation. Japan participates in many of these programs, such as agriculture project in Tanzania. Further, in 2005, Japan, the World Bank, the Asian Development Bank (ADB), and the UK's Department for International Development (DFID) have prepared a Joint-Strategy partners initiative for Bangladesh to support poverty reduction strategy (PRS). Subsequently, the Joint Cooperation Strategy (JCS) to Bangladesh was formulated in June 2010 with the participation of 18 development partners to work together in coordination and collaboration for more effective and efficient cross-sectors assistance.

Japan utilizes such opportunities as visits to Japan by top officials of international organizations like the World Bank to hold discussions for aid policy and other related issues. In 2007, Japan and ADB announced the Enhanced Sustainable Development for Asia (ESDA), and have worked to encourage investment promotion and energy efficiency. Recently, Japan has also been proactive in cooperation and collaboration with international organizations that have established headquarters in Japan. For example with the Asia Productivity Organization (APO), in addition to government-level cooperation private corporations contribute to the proposal of APO's policies through the Green Productivity Advisory Committee.

Moreover, Japan promotes initiatives that aim for an effective partnership of multilateral aid and bilateral aid. The object of this partnership is to reflect trends in international aid into the bilateral aid policies, which at the same time mainstreaming Japan's bilateral aid methods

which have comparative advantage, within the recipient countries and the international community (see page 40 for details regarding Multilateral and Bilateral Aid).

In the past, members of the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) have been the main donor countries in the international community, but in recent years, non-DAC member countries such as China, India, Saudi Arabia, and Brazil that are referred to as emerging donors have begun to have a significant impact on the development of developing countries (see page 22 for details regarding Emerging Donors). Japan encourages emerging donors to participate in a variety of forums and holds discussions to enable those countries to provide aid in coordination with international efforts. For example, the Asia Development Forum was held in June 2011 to share the Asian experience in implementing development assistance. The Fourth High Level Forum on Aid Effectiveness was held in Busan, South Korea in November 2011. The creation of a new framework for cooperation to solve global issues in collaboration among DAC member countries including Japan, emerging donors, the private sector, and other organizations can be viewed as a significant step forward.



The Director of the JICA Research Institute participates in a session addressing South-South cooperation and trilateral cooperation at the "The Fourth High Level Forum on Aid Effectiveness" (Photo: JICA)

*** Feasibility study**

Verification that a proposed project can be executed (achieved), and planning/formulation of a project that is suitable for implementation. An investigation regarding what possibilities the project has, whether it is appropriate, and what investment effect it will have.

*** Green Productivity Advisory Committee**

An advisory committee established in 2003 by the Asia Productivity Organization (APO) to provide advice and cooperation from Japanese companies that have a high level of environmental technology, in order to achieve a balance of improvement of green productivity and protection of the environment. There are over 60 companies currently participating.

*** Specialist in Infrastructure Projects**

Personnel assigned to individual overseas diplomatic missions to support infrastructure projects overseas, by gathering and consolidating domestic and overseas information regarding infrastructure projects, and by serving as liaison for communication and coordination with related organizations, chambers of commerce, etc.

Toward aid effectiveness

Donor countries and developing countries conduct discussions regarding the approaches to improve the quality and aid effectiveness in order to achieve development goals such as MDGs. The approach to improve the aid effectiveness and its progress were discussed and evaluated at the High Level Meetings held in Paris in 2005 and in Accra, Ghana in 2008, where the Paris Declaration and the Accra Agenda for Action were adopted respectively. At the High Level Meeting held in Busan, South Korea in November 2011, discussions were held regarding the ideal nature of effective development and international cooperation in the future in addition to conducting an overall review of the Paris Declaration and the Accra Agenda for Action.

Main points of the Paris Declaration (2005)

- (1) Developing countries set their own strategies and priority issues.
- (2) Donor countries align their own aid strategies to those in developing countries and use local systems.
- (3) Donor countries coordinate procedures and share aid information to avoid duplication.
- (4) Donors and partners are accountable for development results.
- (5) Developing countries and donors improve resource management and decision making for development results.

Main points of the Accra Agenda for Action (2008)

- (1) Donors provide 3-5 year forward information on their planned aid to partner countries.
- (2) Donors use developing country systems for aid programs.
- (3) Donors promote division of labor to avoid duplicating aid activities.
- (4) Donors promote local procurement of goods and services (untying).
- (5) Promote South-South co-operation and triangular co-operation.

Busan High Level Forum (2011)

Main points of the Busan Outcome Document

The following shared principles were agreed upon to achieve the development goals of the international community.

- (1) Ownership of development priorities by developing countries
- (2) Focus on results
- (3) Inclusive development partnerships among developing countries, donors, emerging donors, private sector, and NGOs
- (4) Transparency and accountability of developing countries and donors

The main points of agreement to achieve these principles

- (1) Use and strengthen developing countries' policies and systems
- (2) Achieve gender equality and the empowerment of women
- (3) Promote local procurement of goods and services (untying)
- (4) Improve the availability and predictability of information on development co-operation
- (5) Co-ordinate arrangements of aid to reduce fragmentation among donors.
- (6) Promote sustainable development in situations of conflict and fragility

The importance of a wide range of cooperation in development, including South-South and triangular co-operation, private sector and development, combating corruption, and climate change finance were confirmed as well.

2. Increasing Public Participation

(1) The Importance of Encouraging the Understanding and Support of the People

ODA is indispensable for Japan's diplomacy; under the current severe economic and financial circumstances, gaining support for an increase in ODA is impossible unless the significance of development assistance is adequately explained. The importance of gaining understanding and support of the people is also emphasized in the ODA Review Final Report released in 2010.

From this standpoint, the Ministry of Foreign Affairs and JICA provide Japanese citizens with a variety of opportunities to participate directly in the actual process of development assistance and to experience ODA sites on the ground where ODA projects are implemented. Public participation is enhanced at a variety of levels in a variety of ways, which includes; encouraging discussions and dialogues regarding development assistance, promoting development education, publishing information regarding

the current state of development assistance, and introducing and communication of such activities to a wide audience including those in local cities and various groups of people and organizations.. At the same time, it is recognized that development of human resources and developmental research are important tools to appropriately respond to the diversifying and increasing complexity of development issues. It is also important to promote an understanding of Japanese philosophy regarding development assistance in the international community; meanwhile the importance of collaborating with researchers has grown.

Further, it is also very important, in implementing ODA projects to make efforts for the people in recipient countries to understand Japan's assistance, and Japan enhances local public relations in collaboration between overseas diplomatic missions and local JICA offices.

(2) Direct Participation in Assistance to Developing Countries by Citizens from All Walks of Life

JICA implements the Japan Overseas Cooperation Volunteers (JOCV) and Senior Volunteers programs to promote the participation in international cooperation by young people and a broad spectrum of Japanese citizens who have a variety of experiences. JOCV is a public-participation program that dispatches young Japanese aged between 20 and 39 to developing countries for two years, to assist the socio-economic development of those countries while living and working with the local. JOCV has a history of nearly half a century, and is an example of Japan's "Visibility of Japanese Aid" that has received high praise overseas over the years. Senior Volunteers, the corresponding JOCV program for elder participants (aged between 40 and 69) who possess a wide range of skills and abundant experience, is a public-participation program; through the program, the Japanese government supports the activities of people who are willing to assist the development of partner countries on a volunteer basis.

The most familiar examples of citizen participation in international cooperation are support for NGOs that engage in international cooperation and participation in those activities. The number of Japanese NGOs increased significantly after the Act on Promotion of Specified Non-profit Activities (the NPO Act) was enacted and legal preparations were made in 1998. The actual number of organizations involved in international cooperation is said to be approximately 400. Japanese NGOs are expected to expand the scope of ODA and develop highly-capable human resources in the field of international cooperation as a practitioner of "Visibility of Japanese Aid."



A Senior Volunteer provides instruction on nutrition to indigenous Ecuadorians (Photo: Yumiko Goto)



Physical therapists of Japan Overseas Cooperation Volunteer making rounds in Papua New Guinea (Photo: Masaki Haraguchi)

(3) Onsite ODA Experience

Providing as many people as possible with opportunities to experience development cooperation by visiting at actual sites where ODA projects are implemented is one of the most effective ways to deepen their understanding of ODA. Japan also promotes support for on-site ODA observation by university students, teachers and representatives from local governments. In addition, partnerships with travel agencies to conduct the experience tours and observation tours are being strengthened. A new program was launched in 2011, in which individuals observe actual ODA project sites and submit reports after their return to Japan; in August 2011, 20 members - ten to Kenya and ten to Vietnam - successfully completed the program.



International Cooperation Reporters inspect a sewage treatment facility that is part of the "Ho Chi Minh City Water Environment Improvement Project" in Vietnam (Photo: Hikaru Nagatake/JICA)

(4) Promotion of Discussion and Dialogue

MOFA reoriented the meeting of the Advisory Council on International Development, which had been held under the advisement of the Minister for Foreign Affairs, toward a better direction, establishing a forum for representatives of the business circle, NGOs, and international organizations, as well as experts engaged in development cooperation with MOFA to discuss basic development cooperation policies on an equal footing and from a wide perspective. The Development Cooperation Forum is to be to encourage development cooperation more effective and efficient, as well as to strengthen the participation of citizens in development cooperation and to deepen understanding of ODA. MOFA is currently preparing the

first forum to be held in 2012. In addition, "Discussions on International Cooperation", a forum for a dialogue between MOFA and individuals, who have an interest in the nature of diplomacy and ODA, while introducing trends in international cooperation and Japan's efforts, take place both in Tokyo and other regions each year.

JICA utilizes its International Centers and Branch Offices in local regions to promote locally born international cooperation and revitalize local regions, while holding roundtables and lectures with representatives from local industries and governments, experts, representatives, local universities, and school officials.

(5) Human Resources Development and Development Research

The increased diversity and complexity of development issues has made it even more necessary to develop and secure capable human resources who have a high level of knowledge, abundant experience, and the ability to communicate in foreign languages, as well as to implement research activities to determine what is needed by developing countries and to gain an appropriate understanding of trends in the international community.

The Foundation for Advanced Studies on International Development (FASID) was established in 1990 as an organization for the promotion of the concept of an international development university. FASID has provided

training and education of human resources engaged in aid, as well as investigation and research projects, and has partnered with the National Graduate Institute for Policy Studies (GRIPS) to conduct the International Development Studies (IDS) master's program. However, the review of public-benefit corporations conducted in May 2010, viewed that the role of FASID had been fulfilled, and the aforementioned projects that had been consigned to the organization by MOFA should be terminated. On the other hand, this does not change the fact that the development of human resources and investigation/research in development areas are highly important, so MOFA will continue to

implement projects after thoroughly reviewing the contents and consignment methods.

In 2003, JICA established the International Cooperation Personnel Registration System in order to recruit and utilize human resources who possess specialized knowledge and diverse experience. The system provides information on job opportunities at JICA, NGOs, international organizations, and other groups related to international cooperation, as well as information on training and seminars, and career counseling. Further, Senior Advisor System is used to secure professional human resources who have highly specialized abilities

and abundant experience working in developing countries, while the Associate Specialist System has been established to enhance the ability of young people who have a certain degree of expertise but limited experience. The JICA Research Institute, established in October 2008, conducts empirical and policy researches using internationally recognized methodologies based on the actual experience as an aid agency, while addressing information to the governments of developing countries and to the international aid community.

(6) Development Education

The “Period for Integrated Study”, a course taught at elementary, middle, and high schools nationwide, includes a curriculum that addresses development education and issues faced by developing countries as part of the learning activities. To promote development education, MOFA has launched “*Tanken Shiyo! Minna no Chikyu* (Let’s Explore Our Planet!)” on its website, and provides teaching materials related to development education as needed. In addition, the Global Education Contest³¹ has been held since FY2003 to solicit teaching materials for development

education. (The contest has been hosted by JICA since FY2011).

In response to requests from educational institutions and local governments that promote regional internationalization, JICA conducts delivery-style courses on international cooperation, in which former JOCVs visit schools as instructors. Other events such as essay contests for nationwide middle school and high school students are held as well as “The Practical Development Education Seminar” program.

(7) Information Disclosure and Public Relations

Because the source of funding for ODA is the taxpayers’ money, Japan works to ensure transparency, and to disclose

and transmit information.

● Public Relations and Information Disclosure

MOFA and JICA have each launched websites related to ODA³² that are linked to each other, which aim to release accurate and timely information. In October 2010, the “*ODA mieru-ka site*” (website for visualization of ODA) was launched within the JICA website so the current state of ODA projects and other aspects of the overall flow are easily understood. In addition, an ODA e-mail magazine is published to introduce the experiences and stories related to the actual site of assistance by officials of overseas embassies and consulates as well as JICA staffs.

The ODA On-Demand-Delivery Lecture is also conducted to explain and describe international cooperation, where officials of MOFA and JICA visit middle schools, high schools, universities, local governments, NGOs, and other groups as instructors.



A Ministry of Foreign Affairs staff member provides an explanation of Japan's ODA during ODA On-Demand-Delivery Lecture

Note 31: Formerly the Development Education/International Understanding Education Contest (changed in FY2009)

Note 32: Ministry of Foreign Affairs ODA page: <http://www.mofa.go.jp/policy/oda> JICA: <http://www.jica.go.jp/english>
Website for visualization of ODA <http://www.jica.go.jp/oda> (Japanese only)

Since FY1997, a series of television programs have been broadcast to promote public interest in and understanding of international cooperation. In FY2010, TV Tokyo's "Chikyu VOCE" covered Japanese aid workers in developing countries and addressed the local people helped by that assistance, and introduced the current state of developing countries, the reasons why assistance is necessary, and the impact of Japan's ODA projects.

Global Festa JAPAN is held annually around the time of the International Cooperation Day* (October 6) as Japan's largest international cooperation event. The event is co-hosted by MOFA, JICA, and the Japan NGO Center for International Cooperation (JANIC) on a Saturday and Sunday at Hibiya Park in Tokyo. Over 270 organizations, including NGOs, international organizations, and embassies and related ministries participate. More than 112,000 people attended the 2011 event.

Terminology

*** International Cooperation Day**

On October 6, 1954, Japan made a cabinet decision to join the Colombo Plan, and began economic cooperation. In conjunction with this, October 6 was designated as the "International Cooperation Day" with the authorization of the cabinet.



A talk between former JICA Volunteers held at Global Festa Japan

(8) Enhancing the Transmission of Information to the International Community

Japan conducts activities overseas to promote a better understanding of Japan's proactive international contribution through ODA. For example, Japan has provided press releases at the time of signings and handover ceremonies and otherwise cooperated with interviews of the local press. In addition, Japan attaches Japanese flag stickers (in English and Arabic) and the Japanese ODA logo (in English, French, Spanish, Arabic, and Portuguese) to aid supplies from Japan. Japan's overseas diplomatic missions provide opportunities for the local press to address Japan's cooperation by planning site-visit tours to Japan's ODA projects. Furthermore, Japanese embassies disseminate information via various lectures and websites and pamphlets in English and local languages.



Local Ecuadorian residents gathered for the hand-over ceremony for a water facility established through Grant Assistance for Grassroots Human Security Project

Supporting “Heart-to-Heart”

—Interview with Norika Fujiwara—

The following is an interview with Ms. Norika Fujiwara, actress and navigator of *Chikyu (Earth) Voce*, a TV program that introduces Japan’s international cooperation activities.

For reports on *Chikyu (Earth) Voce*, you have visited East Timor and Indonesia and seen the front lines of Japan’s support activities. What left the greatest impression on you?

The Muara Karang thermal power plant in Indonesia was making good use of Japanese technology, and the local technicians were sincerely grateful to Japan for it. This made me really proud to be Japanese. I had been to East Timor five years earlier, but on my latest visit, it struck me how the country itself was taking great strides forward. The streets were full of energy, and bridges and roads depicted the flags of both Japan and East Timor, furnishing visible proof that Japan’s support was helping with the country’s development. I also ventured from the capital of Dili to a rural coffee farm where an NGO from Japan was providing support. It was wonderful to see Japan’s aid extending beyond the capital to the remote countryside.

In the Great East Japan Earthquake, many developing countries expressed solidarity with and support for Japan—they chose this as a time to voice their gratitude to Japan for the support it has provided. How did this make you feel?

Soon after the quake and tsunami, support and rescue teams came from numerous countries, and I realized anew that Japan is with the world, that it can’t exist alone. These countries’ sending assistance is evidence that Japan’s efforts up to then had taken root. That is, Japan’s support had taken shape in that the recipients not only thanked the deed but also felt Japan itself with all their heart.

The Sri Lankan Ambassador to Japan and an Israeli medical team rushed over to the disaster-stricken region, and the Maldivian people sent cans of tuna double the number of their population. I was really glad to be able to introduce these feelings of warmth from around the world through *Chikyu (Earth) Voce*. Some viewers have sent comments along the lines of, “Now is not the time for Japan to be supporting the world,” but I disagree. Looking

at the support and sympathy we received in the wake of the recent disaster, I honestly felt that our support for foreign countries is for the good of Japan and of the future of Japanese children.

What do you hope to see Japan’s international cooperation activities accomplish in the future?

I hope to see cooperation activities make everyone happy—both the giving side and the receiving side. Different people are good at doing different things. It would be ideal if the people offering cooperation can take pleasure in what they do and continue to do it. For instance, I always come back with renewed energy when I visit a developing country. The children’s smiles and their enthusiasm about going to school teach me the importance of education. I like to take pictures and share my experiences with people in Japan. And I think that’s a good thing.

I also hope to see the Japanese people further tune into the circumstances of developing countries, and not be indifferent to them. Caring about helping people in developing countries is the first step to taking action. It’s that perseverance to keep taking one step at a time, that conviction to overcome adverse conditions and continue that’s important.



Delivering the “water of life”: Ms. Fujiwara (center) with workers involved in improving the Timor water supply system

3. Requirements for Implementation of Strategic and Effective Assistance

(1) Enhancement of Evaluation

In order to implement ODA more effectively and efficiently, there is a need for its continuous improvement by reflecting accurate understanding of the implementing process and its effects. To this end, MOFA, other related ministries, and JICA conduct monitoring and evaluation of ODA.

ODA evaluation is positioned within the framework of PDCA cycle (Plan, Do, Check, Act). The lessons and recommendations gained from the evaluation results are conveyed to the relevant departments and the governments of recipient countries in order to utilize them in future planning and implementation process. In addition, it is important to explain to the Japanese people how ODA is used and what effects have been achieved. Thus, the Government publishes the results of ODA evaluations through websites in order to fulfill its accountability.

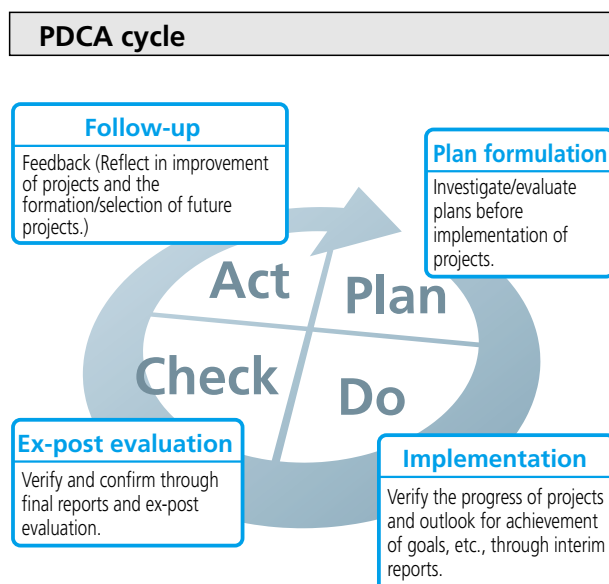
Currently, MOFA mainly implements evaluations on policy-level (country policy evaluations and priority issue evaluations) and evaluations on program-level (aid scheme evaluations), while JICA implements evaluations on program-level (thematic evaluations, etc.) and project-level. Policy and program-level evaluation implemented by MOFA are made following the five evaluation criteria (relevance, effectiveness, efficiency, impact, and sustainability) of the Development Assistance Committee (DAC), and assess whether relevant policies have been taken, whether the development effect has been increased by the assistance, and whether the process of implementing assistance has been appropriate. To secure its objectivity and transparency, evaluations are conducted by third parties. MOFA makes continuous efforts to improve the ODA evaluation systems. To further increase the independence of evaluation, the ODA Evaluation Division was transferred from the International Cooperation Bureau, which implements assistance, to the Minister's Secretariat, in addition to appointing an external evaluation specialist as the Director of the Division.

Meanwhile, JICA implements evaluations on each technical cooperation, loan aid, and grant aid project as well as on its theme. In addition to conducting consistent evaluations from pre-implementation stage,

implementation stage, to post implementation stage, JICA has established consistent evaluation mechanism of these three assistance modalities. These evaluations are conducted in accordance with the DAC's five evaluation criteria, with all projects that exceed a certain monetary amount being subject to ex-post evaluations by an external party.

MOFA also conducts policy evaluations on economic cooperation policies in general, ex-ante-evaluations on projects that exceed a certain amount of money, and ex-post evaluations on pending projects that have not proceeded for five years, and incomplete projects that have not concluded after ten years. These are carried out pursuant to the Government Policy Evaluations Act (the Policy Evaluation Act)*.

Counter measures developed by considering each recommendations and lessons obtained from these evaluations are reflected in future planning and implementation of ODA.



Terminology

* Pending projects/incomplete projects

"Projects that have not begun after five years" are projects for which the loan agreement has not been signed or loan disbursement has not begun after five years have elapsed since the decision was made to implement the project. "Projects that have not been completed after ten years" are projects for which loan disbursements have not been completed after ten years have elapsed since the decision was made to implement the project.

(2) Ensuring Appropriate Procedures

When aid is provided, confirmation is made to ensure appropriate consideration has been paid to the impact that project-implementing organizations elicit on the environment and local society, such as the relocation of residents and the violation of the rights of indigenous people and women. Previously loan aid and technical cooperation, the Guidelines for Environmental and Social Considerations had been established based on the views of advisors such as academics and NGOs, and had been applied to those projects to protect the environment and local society. As for grant aid as well, assistance had been provided in accordance with the Grant Aid Screening Guidelines. In line with the launch of the new JICA in

October 2008, the previous guidelines of JICA and JBIC were integrated, and on April 1, 2010, the new JICA Guidelines for Environmental and Social Considerations were issued. These efforts make it possible to ensure transparency, predictability, and accountability related to consideration of environmental issues.

In addition, meetings of the Committee for the Appropriate Implementation of Development Cooperation, at which knowledgeable and experienced experts exchange views at the project screening stage, are open to the general public to improve the effectiveness of ODA projects, and to increase transparency.

(3) Prevention of Fraud and Corruption

Given that Japan's ODA is funded by taxpayers' money, fraudulent use of funds provided through aid must not be allowed under any circumstances. Accordingly, the government and JICA work to ensure the transparency of procurement and other procedures.

At the procurement stage for ODA projects, tendering procedures are conducted by developing countries in accordance with the guidelines. After the verification of the results, to increase transparency JICA discloses information not only on the name of the contractee but also the contract amount. In case frauds are discovered relating to procurement or other stages of ODA project implementation, measures are to be taken to exclude companies engaged in the frauds 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, they are being implemented at JICA by accounting auditors. Regarding grant aid, external audits of Grant Assistance for Grass-roots Human Security Projects worth ¥3 million or more must be conducted by outside auditors, and are being steadily implemented.

As for 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, JICA conducts internal audits via sampling. JICA also conducts technical audits of grant aid.

Japan has ratified the OECD Convention on

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

Improprieties were discovered in ODA loan projects in Vietnam and in 2008 persons concerned in a relevant Japanese company were prosecuted and convicted. To prevent the recurrence of similar fraud and corruption, an exploratory committee was established under the supervision of the Minister for Foreign Affairs, composed of external specialists. The committee submitted its report in September 2009. Based on this report, MOFA and JICA reviewed their guidelines to determine how measures should be imposed against companies engaged in fraudulent practices. In addition, a support structure was established to support overseas arms of Japanese companies through embassies and local JICA offices, thereby urging adherence to laws in related industries. Other initiatives include hosting seminars concerning international contract terms and conditions for Japanese companies, through the cooperation of industry associations, enhancing the involvement of JICA during the selection of consultants by partner countries, and holding discussions to prevent fraud and corruption with other donor countries. These efforts were compiled in February 2011.

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

Security situations in developing countries where ODA personnel are involved in development operations vary considerably and change 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 and frequent global terrorist activities still exist as well. In peacebuilding activities, how to safeguard ODA personnel has become a considerably critical issue.

Japan 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 means of communication in emergency situations in the destination, deploying safety officers, 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. In addition, 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) eCentre³³. 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 such as the provision of information.

Terminology

* Safety advisor

In order to strengthen safety measures in the field, JICA has employed people who are well versed in the security and safety measures of the country concerned to serve as safety advisors. In this way, JICA ensures the collection and offering of information and around-the-clock response to a wide range of tasks from housing security to traffic accidents.

Note 33: eCentre: Regional Centre for Emergency Training in International Humanitarian Response