
B. TERRORIST ATTACKS IN THE UNITED STATES AND THE FIGHT AGAINST TERRORISM

1. Terrorist Attacks in the United States

(a) The Attacks

On September 11, four commercial airline jets on U.S. domestic routes were hijacked, virtually simultaneously, and used in suicide bombings. The planes were flown into buildings symbolizing the U.S. economy and military. Those terrorist attacks shocked the international community more than any other event in 2001.

At around 8:45 A.M. (9:45 P.M. Japanese time), American Airlines Flight 11 out of Boston, bound for Los Angeles, crashed into the north tower of the World Trade Center in New York. Next, at around 9:03 A.M. (10:03 P.M. Japanese time), United Airlines Flight 175—also out of Boston and bound for Los Angeles—slammed into the south tower. The impact of the two aircraft and the subsequent fire eventually caused the collapse of both towers at approximately 10:00 A.M.

At around 9:45 A.M., American Airlines Flight 77 departing Washington, D.C. for Los Angeles crashed into the Pentagon in Washington, D.C. with a portion of the building collapsing and going up in flames.

Those incidents were followed by the crash of United Airlines Flight 93, en route from Newark to San Francisco, into woods on the outskirts of Pittsburgh at around 10:10 A.M.

The crashes claimed a total of 3,062 lives (as announced by U.S. authorities on February 25), and left 24 Japanese citizens dead or missing, with nine bodies confirmed (as of March 4).

(b) Protection of Japanese Citizens

Following the terrorist attacks, the Japanese government immediately established a liaison office and emergency headquarters within the Prime Minister's Office. Emergency headquarters were also set up within the Ministry of Foreign Affairs, the Embassy of Japan in the United States, and the Consulate-General of Japan in New York. The entire

government worked as a unit to accurately assess and respond to the situation, including confirmation of the safety of Japanese citizens. Immediately after international flights into the United States recommenced, Parliamentary Secretary for Foreign Affairs Tamei Yamaguchi and other staff were dispatched to the scene to set in place emergency response measures, and every effort was made to secure the safety of Japanese citizens.

A round-the-clock operation was launched to assess the damage. Aircraft passenger lists were checked, and the safety of Japanese staff at Japanese and non-Japanese affiliates with offices in or around the World Trade Center, as well as other Japanese citizens in New York, was also verified. The whereabouts of Japanese students studying at U.S. universities was confirmed. Members of tour groups (around 2,800 persons) were checked through major travel agencies, and 62 emergency hospitals were visited directly or telephoned to check for the presence of Japanese victims.

Japanese newspapers published in New York and Japanese-language television broadcasts were used to appeal for information from related parties, and each of the more than 1,000 inquiries placed with the Ministry of Foreign Affairs and the Consulate-General in New York was individually investigated and answered.

To assist victims, a telephone counseling hotline was established. With the cooperation of medical officers at the Consulate-General in New York, Japanese consulting doctors, medical officers of the Ministry of Foreign Affairs sent from Japan, and related Japanese ministries and agencies, prompt action was taken to establish the best possible arrangement, providing psychological care for the families of missing persons and Japanese citizens in New York. Contact was maintained with these families in the weeks following the attacks, with the ministry maintaining mechanisms to provide various types of information on the local situation and other necessary assistance.

2. Efforts by the International Community

(a) U.S. Response

As the target of the terrorist attacks, the United States made it known almost immediately that Al-Qaeda, a terrorist organization based in Afghanistan, and its leader Usama bin Laden had been involved in the attacks. On September 20, President George W. Bush addressed the joint session of Congress, laying out the basic U.S. response to the attacks. He called on the Taliban administration in Afghanistan to (1) deliver to U.S. authorities all the leaders of the Al-Qaeda terrorist organization; (2) release and protect all foreign nationals; (3) close down all terrorist training camps; (4) hand over every terrorist; and (5) provide full U.S. access to training

camps. President Bush further noted that these demands were not negotiable and declared that any country that continues to harbor or support terrorism would be regarded by the United States as a hostile regime.

Immediately after the attacks, the president also began to contact world leaders, directly or by telephone, calling for support of the United States. A national state of emergency was declared and reserve units mobilized on September 14, while the establishment of the Office of Homeland Security was announced on September 20. Other administrative measures included the decision to partially lift sanctions on India and Pakistan on September 22, and the executive order freezing terrorist assets in the United States (which entered into force on September 24).

(b) Response of the International Community

The international community delivered a prompt and concerted response to the attacks. On the day after the attacks, September 12, the United Nations Security Council adopted Resolution 1368, which (1) recognized the inherent right of individual or collective self-defense; (2) regarded these terrorist attacks as a threat to international peace and security; and (3) called on the international community to redouble their efforts to prevent and suppress terrorist acts by the full implementation of the relevant international anti-terrorist conventions and Security Council resolutions. On September 28, the Security Council adopted Resolution 1373, which contained specific measures against the financing of terrorism as a means toward the eradication of terrorism. The resolution called on UN member states to criminalize the provision of funds for terrorist purposes, freeze terrorist assets, prohibit the supply of financial assets to terrorists, and conclude promptly the International Convention for the Suppression of the Financing of Terrorism and other conventions related to terrorism. It also called on UN member states to implement comprehensive measures to fight terrorism including its financial aspects.

On September 19, leaders of the G8 issued the “G8 Heads of State and Government Statement,” which condemned in the strongest terms the barbaric acts of terrorism carried out against the United States. All countries were urged to take steps to ratify the 12 counter-terrorism conventions as soon as possible, and to implement the terms of these conventions immediately, even prior to ratification. The leaders further directed the relevant ministers to draw up a list of specific measures to enhance counter-terrorism cooperation, including expanded use of financial measures and sanctions to stop the flow of funds to terrorists; aviation security; and the control of arms exports. On October 6, the G7 Meeting of Finance Ministers and Central Bank Governors adopted the Action Plan to Combat the Financing of Terrorism. As called for by the finance ministers, the Financial Action Task Force (FATF) held an emergency meeting at which special recommendations against terrorist financing were adopted. The G8 Foreign Ministers’ Meeting held in New York on November 11 also reaffirmed the content of the September 19 statement by the G8 leaders.

The North Atlantic Treaty Organization (NATO) released a statement by the North Atlantic Council on September 12, announcing “If it is determined that this attack was directed from abroad against the United States, it shall be regarded as an action covered by Article 5¹ of the North Atlantic Treaty.” The European Union (EU) issued a declaration and conclusions from the extraordinary meeting of the General Affairs Council on September 12, indicating that the EU members would work together to combat terrorism. On September 21, an extraordinary European Council meeting (EU Summit) adopted conclusions and a plan of action against terrorism, while the European Council meeting on October 19 in Ghent issued a declaration on terrorism.

Russia moved swiftly after the attacks to offer its cooperation to the United States. On September 24, Russia announced that U.S. military aircraft on humanitarian assistance missions would be allowed to pass through Russian airspace, and that the possibility of the Central Asian countries opening their airport facilities to U.S. forces would not be excluded. This opened the way for the deployment of U.S. forces in Central Asia for military operations in Afghanistan.

Leaders from around the world also responded to the attacks by condemning terrorism and making clear their intention to fight against it on the occasion of their visits to the U.S. or the visits by prominent U.S. figures to their countries, and expressed their condolences to the United States and mourned the victims. Usama bin Laden, the suspected mastermind behind the attacks, appealed to Islamic states for a holy war (Jihad), but with the United States and other countries reiterating that the war against these recent acts of terror is a war against terrorists posing a serious threat to all humanity, and not a war against Islam, the international community has maintained solidarity on the issue.

(c) Military Operations Launched by U.S. and Other Forces

With the Taliban administration continuing to reject U.S. demands, the United States led a number of countries in preparing for the use of armed forces in Afghanistan. It was essential to garner the cooperation of those countries surrounding Afghanistan, particularly Pakistan, and the Musharraf administration was asked by the United States and its allies for cooperation regarding the use of Pakistani airspace and logistic support. This placed the Musharraf administration in a difficult position given relations between the Taliban administration and the people of Pakistan. However, in the September 19 address, President General Pervez Musharraf announced that Pakistan would cooperate with the

1. Provision stipulating that an armed attack against one or more NATO members shall be considered an attack against them all, with members agreeing that, if such an armed attack occurs, each of them, in exercise of the right of individual or collective self-defense, will assist the member or members so attacked by taking such action as deemed necessary.

international community, including the United States, as part of the fight against terrorism. The United States and its allies launched an attack on Taliban military facilities and other targets on October 7. The exercise was dubbed “Operation Enduring Freedom.” Initially focused on aerial bombings of Taliban military facilities, government-related facilities, and Al-Qaeda bases, the operation was later expanded to target ground forces and moving targets, and special units were also brought in.

The fierce attack by the U.S. and its allies, which employed state-of-the-art weaponry, prompted the anti-Taliban Northern Alliance to step up its offensive. The major breakthrough came with the fall of Mazar-e-Sharif, a northern stronghold, on November 10. The Northern Alliance then accelerated its advance, gaining control over Kabul, the Afghan capital, on November 13. The front then shifted to the Taliban bases of Kandahar in the south and Tora Bora in the east, both of which fell into the hands of anti-Taliban forces by mid-December. Taliban control in Afghanistan effectively collapsed as a result.

3. Japan’s Efforts

(a) Overview

Following the terrorist attacks, Japan did its best to protect Japanese citizens. Japan has also extended strong support to the United States and made a united effort with the international community to actively respond to this issue, recognizing that the fight against terrorism is its own challenge. In particular, Japan has worked to strengthen international solidarity to prevent and eradicate terrorism through diplomatic efforts directed at the countries surrounding Afghanistan, the Islamic states, and the Asian countries as well as the United States, the immediate target of the attacks. The following sub-sections overview Japan’s response to the attacks, and the comprehensive efforts that have been made in various areas. Attention is also given to diplomatic efforts to strengthen international solidarity.

(b) Initial Response to the Terrorist Attacks

Immediately following the attacks, the government of Japan established emergency headquarters within the Prime Minister’s Office, the Ministry of Foreign Affairs, and diplomatic and consular missions in the U.S., with the government working as a team to assess the situation accurately—including confirmation of the safety of Japanese citizens—and to respond appropriately. The prime minister then released a statement strongly condemning the acts of terrorism and extending the heartfelt sympathies of the

Japanese people to President George W. Bush and the American people. At a press conference on September 12, a day after the attacks, Prime Minister Junichiro Koizumi clarified the following three points.

- (1) He noted that the series of terrorist attacks were extremely vicious acts of violence that could never be forgiven, and expressed his outrage over these acts, which pose a grave challenge not only to the United States but to the entire free world.
- (2) The prime minister expressed Japan's strong support for the United States and said that Japan is resolved to spare no effort in providing necessary assistance and cooperation. Japan will stand firmly together with the concerned countries of the world to ensure that such acts are never repeated.
- (3) He reported that a meeting of the National Security Council had been held with the attendance of all cabinet members, and that the following six-item policy had been decided on: (i) gather accurate information on the situation, including the safety of Japanese nationals; (ii) consider the dispatch of a Japan Disaster Relief Team and make preparations so that prompt action can be taken if requested; (iii) enhance the security of facilities and establishments related to the United States in Japan; (iv) provide appropriate information to the people of Japan; (v) respond in cooperation with the United States and other concerned countries to combat international terrorism; and (vi) take appropriate measures to prevent confusion in the economic systems in both Japan and the rest of world.

(c) Announcement of Seven Measures

The government of Japan carefully observed subsequent developments, and on September 19, just over a week after the attacks, Prime Minister Koizumi held a press conference to make a statement on Japan's response to the attacks, laying out a basic policy and the immediate measures to be taken.

The basic policy comprised the following three points:

- (1) Japan will actively engage itself in the fight against terrorism, which it regards as Japan's own security issue.
- (2) Japan strongly supports the United States, its ally, and will act in concert with the United States and other countries around the world.
- (3) Japan will take concrete and effective measures that will clearly demonstrate its firm determination. These measures will be implemented in a swift and comprehensive manner.

The content of the immediate measures was as follows:

- (1) The government of Japan will promptly take measures necessary for dispatching the Self-Defense Forces (SDF) for providing support, including medical services and also transportation and supply, to the U.S. forces and others taking measures related to the terrorist attacks, which have been recognized as a threat to international peace and security in United Nations Security Council Resolution 1368.

- (2) The government of Japan will promptly take measures necessary for further strengthening the protection of facilities and areas of the U.S. forces and important facilities in Japan.
- (3) The government of Japan will swiftly dispatch SDF vessels to gather information.
- (4) The government of Japan will strengthen international cooperation, including information sharing, in areas such as immigration control.
- (5) The government of Japan will extend humanitarian, economic, and other necessary assistance to surrounding and affected countries. As a part of this assistance, the government of Japan will extend emergency economic assistance to Pakistan and India, which are cooperating with the United States in this emergency situation.
- (6) The government of Japan will provide assistance to the displaced persons as necessary. This will include the possibility of humanitarian assistance by the SDF.
- (7) The government of Japan, in cooperation with other countries, will take appropriate measures in response to the changing situation to avoid confusion in the international and domestic economic systems.

This statement was important in outlining the basic policy of the Japanese government, and the outlined measures were highly welcomed by the United States and other countries as comprehensive, prompt, and appropriate. Actions taken by Japan after that were consistently based on these “immediate measures.”

(d) Strengthening International Solidarity

Following the attacks, Japan engaged in active diplomacy with related countries. Prime Minister Koizumi expressed his deepest sympathy for the victims and offered maximum cooperation to the United States, which was targeted for terrorism, in statements and press conferences immediately after the attacks. A total of US\$10 million was provided to assist search and rescue activities at the site. Prime Minister Koizumi visited the United States on September 24–26 for talks with President Bush, at which time he conveyed condolences from His Majesty the Emperor and outlined Japan’s policy with regard to the contributions announced on September 19. The leaders affirmed that the United States and Japan would reinforce their diplomatic efforts toward the countries surrounding Afghanistan, as well as the efforts in building the international opinion.

Japan also made appeals to the Islamic countries and Afghanistan’s neighbor countries. First, letters were sent by Prime Minister Koizumi to the Islamic countries, asking them to join in the fight against terrorism while stressing that it was not a fight against Islam. Next, Prime Minister Koizumi’s special envoys visited the various relevant countries to affirm their cooperation in the fight against terrorism. These comprised the September 25–28 visit of Senior Vice-Minister for Foreign Affairs Seiken Sugiura to Pakistan, the September 30–October 5 visit to Saudi Arabia

and Iran by former Minister for Foreign Affairs Masahiko Koumura, and the October 7–8 visit to Tajikistan by former Director-General of the Hokkaido and Okinawa Development Agencies Muneo Suzuki, who also stopped in Uzbekistan on the return trip. Former Prime Minister Ryutaro Hashimoto also visited Egypt and the United Arab Emirates on October 7–12, while former Prime Minister Yoshiro Mori and Senior Vice-Minister for Foreign Affairs Sugiura visited India on October 28–30.

Minister for Foreign Affairs Makiko Tanaka visited Pakistan on November 22–27, communicating to President Musharraf and other members of the administration the current state of counter-terrorism activities in Japan and Japan's support and assistance for Pakistan. She explained the additional economic assistance announced by Japan on November 16 and engaged in an exchange of views on building an even closer bilateral relationship.

Prime Minister Koizumi and Minister for Foreign Affairs Tanaka also kept in contact with key figures in other countries by telephone, affirming Japan's resolute measures against terrorism and consulting on further counter-terrorism efforts.

Japan also called on the Asian countries for solidarity. Prime Minister Koizumi visited China on October 8 and the Republic of Korea (ROK) on October 15, confirming at the summit level the cooperation of those countries in the fight to wipe out terrorism and explaining Japan's measures. Japan also took the opportunity of the Asia–Pacific Economic Cooperation (APEC) Economic Leaders' Meeting held in Shanghai on October 20–21, the ASEAN+3 (Association of Southeast Asian Nations and Japan, China, and the ROK) Summit held on November 5, and other multilateral fora to affirm solidarity with other countries in the fight against terrorism.

Former Prime Minister Kiichi Miyazawa attended the 56th Session of the UN General Assembly as the representative of the government of Japan, delivering an address on November 11 at the general debate in which he offered a broad introduction of Japan's efforts against terrorism.

(e) Support for U.S. and Other Forces

Japan regards the fight against terrorism as its own security issue, and as such believes that it should act in concert with other countries around the world to eradicate terrorism. To this end, the Anti-Terrorism Special Measures Law² was passed on October 29 and promulgated and entered into force on November 2 in order to provide as much assistance and cooperation as possible in the military operations undertaken by the U.S. and other forces against the Taliban to the extent permitted under the Japanese Constitution.

2. Formally known as the Special Measures Law Concerning Measures Taken by Japan in Support of the Activities of Foreign Countries Aiming to Achieve the Purposes of the Charter of the United Nations in Response to the Terrorist Attacks Which Took Place on September 11, 2001, in the United States of America as well as Concerning Humanitarian Measures Based on Relevant Resolutions of the United Nations.

The Anti-Terrorism Special Measures Law is designed to enable Japan to contribute actively and on its own initiative to the efforts of the international community for the prevention and eradication of international terrorism, through such efforts as (1) cooperation and support activities by the SDF for the armed forces of the United States and other countries, such as transportation and supply, (2) search and rescue activities for combatants in distress due to combat, and (3) relief activities for affected people with regard to the terrorist attacks, including transportation of daily necessities.

Since the above law was passed, Japan and the United States have coordinated measures on the support for the United States. On November 8, the National Security Council approved the dispatch of Maritime Self-Defense Force destroyers for information-gathering to ensure the smooth implementation of measures based on the Anti-Terrorism Special Measures Law. (These ships left port on November 9 and have since been undertaking duties pursuant to the above law.)

On November 16, cabinet approval was granted for the Basic Plan to implement cooperation and support activities and refugee assistance based on the Anti-Terrorism Special Measures Law. Accordingly, on November 20, the minister of state for defense stipulated specific implementation guidelines that were then approved by the prime minister. A directive was issued, launching Japan into action. As a result, Japan began activities including the refueling of U.S. naval ships in the northern Indian Ocean as of December 2, and the refueling of British naval ships as of January 29, 2002. C-130H transport aircraft also began extra-territorial transport from facilities of U.S. forces in Japan toward the area of Guam and elsewhere as of December 3.

(f) Assistance for Afghan Refugees and Displaced Persons

According to the United Nations High Commissioner for Refugees (UNHCR), around 3.5 million refugees had already fled Afghanistan even before the terrorist attacks, with some two million going to Pakistan and the other 1.5 million to Iran. Since the attacks, a further 200,000 refugees are estimated to have crossed the border into Pakistan.

Recognizing this situation as a humanitarian problem, as well as an important issue that could impact on the peace and stability of neighboring countries, Japan designed and implemented various assistance measures for Afghan refugees and displaced persons in the wake of the attacks.

• *Assistance through UN and Other Agencies*

In response to the Donor Alert issued by the UN Secretary-General totaling US\$580 million to support the assistance activities for Afghan refugees undertaken by UN agencies and other international organizations, Japan

announced on October 4 that it was prepared to provide a maximum of US\$120 million, around 20 percent of the total funding requirements, to meet specific funding requests.

To translate this announcement into concrete actions, Japan decided to provide approximately US\$6 million to the UNHCR. Subsequently, it decided on November 16 to provide a total of US\$36.85 million to the World Food Programme (WFP), the International Committee of the Red Cross (ICRC), the United Nations Children's Fund (UNICEF), and the International Organization for Migration (IOM). Furthermore, it decided on January 18, 2002 to provide a total of US\$59.5 million to the United Nations Development Programme (UNDP), the UNHCR, the UNICEF, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), and the ICRC. Assistance through these agencies was respectively carried out.

- *Provision of Relief Supplies*

In response to UNHCR's requests, Japan provided tents, blankets, and other daily necessities that were transported to Pakistan by Self-Defense Force aircrafts and handed over to the UNHCR on October 9. Additionally, it provided tents that were originally ordered as stockpile for domestic use in Japan to the UNHCR in Pakistan on October 25. Moreover, as assistance to the affected people based on the Anti-Terrorism Special Measures Law, Japan decided on November 16 to provide further supplies to the UNHCR. These items were shipped by Self-Defense Force ships from Japan to Pakistan, and handed over to the UNHCR on December 12 in accordance with the Basic Plan. The three shipments provided a total of 1,840 10-person tents, 18,800 blankets, 20,000 sleeping mats, 20,000 water containers, and 8,000 plastic sheets.

- *Japanese Assistance through NGOs*

The government of Japan has also supported refugee assistance activities performed by Japanese NGOs within the framework of the Japan Platform (JPF).³ On September 28, the JPF decided to assist Afghan refugees in Pakistan, with NGOs working under JPF auspices launching their activities using a fund of ¥580 million provided by the Japanese government.

3. In emergency humanitarian aid activities in Kosovo and East Timor, there were a number of cases where Japanese NGOs were slower to launch operations than their U.S. and European counterparts, and where their activities did not produce adequate results. To enable Japanese NGOs to engage in swifter and more effective humanitarian aid, the Japan Platform was established in August 2000 as a framework linking NGOs, government, and business circles. Assistance funding donated by government and private-sector companies and groups is pooled within the JPF and used for initial NGO operations (field surveys and local preparatory arrangements [establishing a local office, finding local staff, arranging transport and communications, etc.] conducted prior to aid activities). NGOs can also receive the necessary technology, machinery and equipment, and human resources from private-sector firms.

When the JPF decided on November 12 to extend assistance to displaced persons within Afghanistan, the Japanese government dispatched staff from the Ministry of Foreign Affairs to Afghanistan to provide on-site support for NGO activities.

NGOs operating locally have also consulted extensively with the UNHCR, the WFP, and other international institutions concerning further program implementation. Some NGOs have showed their interest in taking on refugee programs planned by these institutions, and the Japanese government is providing indirect support to enable these NGOs to conclude program implementation contracts with international institutions as one of the forms of “visible Japanese aid.”

(g) Assistance to Countries Surrounding Afghanistan

Pakistan is estimated to have around 20 million Pashtuns, who comprise the ethnic majority in Afghanistan. Moreover, Pakistan had hosted two million Afghan refugees before the terrorist attacks. After the attacks, another one million refugees were expected to cross the border into Pakistan in the worst case. As part of the fight against terrorism, it was critically important for the international community to support Pakistan, which took a resolute stance against international terrorism as a responsible member of the international community. From that viewpoint, Japan gave top priority to supporting Pakistan and duly carried out its pledge.

On September 21, Japan announced emergency assistance for Pakistan comprising (1) ¥4.7 billion in bilateral assistance (grant aid), ¥3 billion of which would be directed into emergency budgetary assistance and ¥1.7 billion into refugee assistance, (2) official debt rescheduling (¥64.6 million rescheduled), and (3) assistance through international financial institutions.

Of the bilateral assistance, the ¥3 billion in emergency budgetary assistance was all extended in the form of non-project grant aid. In view of the risk that the September 11 terrorist attacks would worsen chronic economic difficulties in Pakistan such as a serious shortage of foreign currency, Japan decided to provide financial assistance to purchase materials in order to assist Pakistan’s structural adjustment efforts, which are being undertaken in consultation with the International Monetary Fund (IMF) and the World Bank.

The ¥1.7 billion in refugee assistance was earmarked for support measures to aid the Afghan refugees who are already in Pakistan as well as new refugees arriving. It comprises ¥800 million in emergency grant aid, ¥500 million in food assistance through the WFP, ¥200 million in assistance through the UNHCR, and ¥200 million in grant assistance for grassroots projects. In terms of the rescheduling of official debt, as Pakistan faces difficulties in repaying its debt, Japan decided to implement prompt rescheduling pursuant to the Paris Club agreement. Assistance through international financial institutions was provided to actively support and assist financing

by the IMF, the World Bank, and other institutions to alleviate the economic difficulties experienced by Pakistan and reduce poverty.

Senior Vice-Minister for Foreign Affairs Seiken Sugiura visited Pakistan on September 25–28, explaining Japan's emergency assistance. Pakistan expressed deep gratitude to Japan for its prompt and generous assistance ahead of other countries. President Bush and other G8 leaders also extended warm praise in regard to Japan's assistance.

In the wake of the terrorist attacks, Pakistan faced serious economic difficulties, including a heavy slump in economic activities and a growing fiscal burden. Accordingly, the Musharraf administration made a number of requests to Japan for further assistance. Recognizing that Pakistan's stability and cooperation were critical in the fight against terrorism, and that assistance needed to be extended to Pakistan in response to the major difficulties it faced, Japan decided on additional measures on November 16, comprising (1) US\$300 million in grant aid over approximately two years thereafter (including the assistance provided in September), (2) an active contribution to discussion on rescheduling in the Paris Club and other fora, and (3) assistance through international financial institutions. The US\$300 million in grant aid will be provided to assist Pakistan's efforts to reduce poverty, including such fields as education and health care. On January 18, 2002, Japan announced the implementation of ¥5 billion in grant aid as part of this package. The funding was provided as a sector program grant assisting education in Pakistan. Further, with the cooperation of Japan as a major creditor country, Paris Club member countries agreed in December to reschedule approximately US\$12.5 billion in debt for a maximum of 38 years.

In addition to Pakistan, Japan also provided assistance to the Central Asian countries. Those countries, and particularly Tajikistan and Uzbekistan, made an extensive contribution to the fight against terrorism by, for example, allowing access to their military bases by U.S. forces. These countries already faced economic difficulties due to drought and other problems, and they were additionally burdened by the situation in Afghanistan, including the burgeoning cost of policing their borders.

In October, Japan responded to these circumstances by extending to Tajikistan ¥240 million for the care of Afghan refugees.

In January 2002, former Prime Minister Yoshiro Mori and former Director-General of the Hokkaido and Okinawa Development Agencies Muneo Suzuki were sent as the prime minister's special envoys to Uzbekistan and Tajikistan, respectively. Preceding the International Conference on Reconstruction Assistance to Afghanistan, which was held in Tokyo, Japan announced the provision of ¥1 billion in grant aid to both countries. ¥50 million of the assistance for Tajikistan was extended as emergency assistance to deal with drought, while ¥950 million was extended as sector program grant aid to assist in areas such as education and health care. For Uzbekistan, ¥50 million was extended as emergency assistance to deal with drought, and ¥950 million was supplied as a non-project grant aid to assist market economy and poverty-alleviation efforts.

Japan has been promoting Silk Road diplomacy and assisting the reform efforts of Central Asian countries; and given the situation emerging from the recent terrorist attacks, Japan intends to continue to provide all possible assistance.

(h) International Cooperation on Counter-Terrorism

Other key elements in international cooperation in the fight against terrorism include strengthening international legal frameworks to prevent terrorism and punish terrorists, and taking measures to prevent terrorist financing. The United Nations Security Council responded to the September 11 attacks by adopting Resolutions 1368 and 1373. Some efforts to draw up conventions on the prevention of terrorism pre-date the attacks, primarily those of the Sixth Committee of the UN General Assembly, and progress has been made on negotiating the Comprehensive Convention on International Terrorism and the Convention for the Suppression of Acts of Nuclear Terrorism.

In response to these developments in the international community, Japan has exerted its utmost efforts in cooperation toward the prevention and eradication of international terrorism in order to protect the peace and security of the international community.

Before September 11, Japan had already concluded 10 of the 12 existing conventions on counter-terrorism. Following the attacks, progress was made toward the ratification of the International Convention for the Suppression of Terrorist Bombings; and following the November 9 approval of the Diet, the instruments of acceptance were deposited with the UN Secretary-General on November 16. This particular convention designates as crimes such acts as placing a lethal device in a place of public use, including not only bombs but also toxic chemicals (sarin, etc.), biological agents (anthrax, etc.), toxins (clostridium botulinum, etc.), and radioactive material (enriched uranium, etc.). The convention entered into force for Japan on December 16.

Because measures to cut off the flow of funds to terrorists and terrorist organizations are one of the most important pillars in the fight against terrorism, Japan also signed the International Convention for the Suppression of the Financing of Terrorism on October 30, and has submitted to the Diet bills for faithfully implementing the above convention as well as UN Security Council Resolution 1373. The number of parties to the convention reached 26 on April 15, 2002, including the United Kingdom, France, and Canada from among the G8 members, and the convention entered into force on April 10, 2002. The convention obligates state parties to criminalize any activity that either provides or collects funds to carry out acts defined under the existing conventions on counter-terrorism such as hijacking, airport terrorism, hostage-taking, hijacking at sea, and terrorist bombings, as well as other acts intended to cause death or serious bodily injury for other terrorism purposes. The provision or collection of funds

in this manner is an offense whether or not the funds are actually used to carry out the prescribed acts.

At the international level, the UN Sanctions Committee has added to the list of individuals and entities that are subject to sanctions pursuant to Security Council resolutions, while terrorists have also been designated under U.S. executive orders and Treasury Department directives. Based on these efforts to suppress terrorist financing, measures have been taken to freeze the assets of Usama bin Laden, persons involved with the Taliban, and other terrorists (293 entities and individuals as of March 2002).

To assist capacity-building in developing countries in regard to counter-terrorism measures, Japan doubled the number of trainees accepted for three 2002 programs (the Training Course on Immigration Control Administration, the Seminar on International Terrorism Investigation, and the Seminar on Aviation Security) from among the various types of training conducted by the Japan International Cooperation Agency (JICA) for developing countries in relation to the prevention of and countermeasures against terrorist crimes.

As observed above, Japan will not only pursue its own measures, but will also continue to engage in international cooperation through efforts in international frameworks such as the UN and the G8, as well as various efforts at the bilateral and regional levels, in order to ensure the steady implementation of counter-terrorism measures by members of the international community, including conclusion and implementation of related conventions and fulfillment of Security Council resolutions. In this context, Japan will also appeal to and support other countries.

4. Reconstruction Assistance to Afghanistan

(a) Inauguration of the Afghan Interim Authority

In parallel with the advance of military operations by U.S. and other forces, the international community has also made progress toward peace and reconstruction in Afghanistan.

On November 14, the United Nations (UN) Security Council adopted Resolution 1378 on peace in Afghanistan. The resolution comprised four main points, namely (1) strong support for efforts to establish a new and transitional administration, (2) affirmation of the central role of the UN in supporting Afghanistan, (3) provision of assistance to the new and transitional administration, and (4) encouragement of support efforts to ensure the safety and security of areas no longer under Taliban control.

In addition, from November 27 through December 5, the German city of Bonn played host to the UN Talks on Afghanistan (the Bonn Meeting), attended by UN representatives and four major Afghan factions from inside

and outside Afghanistan. Many diplomatic missions from the main related countries attended the opening, closing, and signing ceremonies as observers, closely watching developments at the meeting from the outside of the conference.

The meeting itself was held behind closed doors and comprised a series of plenary talks and direct talks between the Afghan factions themselves and between UN representatives and representatives of each faction. At the Bonn Meeting, based on the plan announced by the UN Secretary-General's Special Representative Lakhdar Brahimi on November 13, pathways to the establishment of a new administration and measures to ensure safety and security were discussed. Eventually a consensus was reached among the factions and a signing ceremony for the Bonn Agreement took place on December 6.

As a result of the decision taken at the Bonn Meeting, the inauguration of the Afghan Interim Authority (AIA), with Hamid Karzai as the chairman, was held in Kabul on December 22, with the AIA becoming Afghanistan's official representative in the international community. Within six months of the establishment of the AIA, an Emergency Loya Jirga (Grand Assembly) will be opened by the former King of Afghanistan Mohammad Zahir Shah to decide issues related to the Transitional Authority, including the appointment of a national leader. Further, a Constitutional Loya Jirga is to be convened within 18 months of the establishment of the Transitional Authority.

In regard to the other important issue of ensuring safety and security in Afghanistan, on December 20 the UN Security Council adopted Resolution 1386, authorizing the establishment of an International Security Assistance Force (ISAF) under Chapter VII of the UN Charter. The resolution aims to assist the Afghan Interim Authority in ensuring safety and security in Kabul and its surrounding areas. ISAF has been given a six-month mandate, and the operation is being coordinated under UK leadership.

(b) Japan's Assistance in the Reconstruction of Afghanistan

Recognizing that the establishment of a government that has broad support at all levels of Afghan society is the only way to achieve permanent peace, Japan has been working actively on that issue. Since 1996, Japan has publicly stated its willingness to host an international conference in Tokyo to contribute to peace and reconstruction in Afghanistan, and in March 2000 individual Afghan factions were invited to Japan to engage in talks to this end.

In the wake of the terrorist attacks in the United States on September 11, 2001, Japan has continued these efforts, and on November 20 the Senior Officials Meeting on Reconstruction Assistance to Afghanistan was held in Washington, D.C. with Japan and the United States serving as joint chairs. The meeting affirmed the active involvement of the international community in assisting the reconstruction of Afghanistan, the importance

of a seamless connection between humanitarian and reconstruction assistance, the importance of assistance with quick-impact results, and the importance of the involvement of Afghan citizens in humanitarian and reconstruction assistance.

On December 20–21, the Afghan Reconstruction Steering Group met in Brussels with Japan, the United States, the European Union (EU), and Saudi Arabia acting as joint chairs. A report was given on the Asian Development Bank (ADB), United Nations Development Programme (UNDP), and World Bank preliminary assessment of Afghanistan reconstruction needs, while participants also discussed means of providing funding for reconstruction assistance from the international community to Afghanistan.

On December 23, Japan dispatched the Economic Cooperation Mission to Kabul, and on January 7, 2002, a mission headed by Special Representative of the Prime Minister Sadako Ogata was sent to Afghanistan as part of preparation for the International Conference on Reconstruction Assistance to Afghanistan.

Based on mission findings, Japan, the United States, the EU, and Saudi Arabia jointly chaired the International Conference on Reconstruction Assistance to Afghanistan in Tokyo on January 21–22. The meeting was attended by 61 countries and 21 international institutions, with many participants communicating strong messages in regard to reconstruction assistance to Afghanistan. The cumulative total of assistance pledges by participating countries was more than US\$4.5 billion. Japan announced that it was prepared to provide up to US\$500 million in assistance (a maximum of US\$250 million in the first year) for two and a half years until a formal administration has been established, contributing to such activities as the resettlement of refugees and internally displaced persons, de-mining assistance and media infrastructure assistance (“support of the process toward peace and national reconciliation”), as well as assistance in education, health, and medical care, the empowerment of women, and local participation in nation-building (“people-building”) as priority areas.

Japan will continue to contribute actively and on its own initiative to assisting Afghanistan in terms of both peace and reconstruction in that country.

In regard to the International Conference on Reconstruction Assistance to Afghanistan, the initial refusal by the Ministry of Foreign Affairs to allow the participation of two Japanese NGOs caused confusion over NGO conference participation, which marred the major achievements of the conference. MOFA sincerely regrets the incident and, respecting the major role of NGOs in reconstruction assistance to Afghanistan, will bolster its efforts in regard to dialogue, partnership, and cooperation with NGOs.