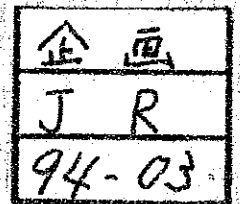


政府開発援助大綱

(平成4年6月30日)
(閣議決定)

平成4年8月

企画部



国際協力事業団

26344

我が国は、政府開発援助について、内外の理解を深めることによって幅広い支持を得るとともに、援助を一層効果的・効率的に実施するため、政府開発援助大綱を次のとおり定める。

1. 基本理念

世界の大多数を占める開発途上国においては、今なお多数の人々が飢餓と貧困に苦しんでおり、国際社会は、人道的見地からこれを看過することはできない。

また、世界は、平和と繁栄が実現され、自由、人権、民主主義等が確保される社会の構築に向けた努力を行っているが、開発途上国の安定と発展が世界全体の平和と繁栄にとって不可欠という意味での国際社会の相互依存関係を認識しなければならない。

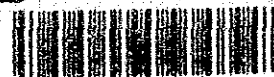
さらに、環境の保全は、先進国と開発途上国が共同で取り組むべき全人類的な課題となっている。

一方、平和国家としての我が国にとって、世界の平和を維持し、国際社会の繁栄を確保するため、その国力に相応しい役割を果たすことは重要な使命である。

我が国は、以上の考え方の下に、開発途上国の離陸へ向けての自助努力を支援することを基本とし、広範な人造り、国内の諸制度を含むインフラストラクチャー（経済社会基盤）及び基礎生活分野の整備等を通じて、これらの国における資源配分の効率と公正や「良い統治」の確保を図り、その上に健全な経済発展を実現することを目的として、政府開発援助を実施する。その際、環境保全の達成を目指しつつ、地球的規模での持続可能な開発が進められるよう努める。

このような我が国の支援の努力によって、我が国と他の諸国、特に開発途上国との友好関係の一層の増進が期待される。

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2. 原則

政府開発援助の実施に当たっては、国際連合憲章の諸原則（特に、主権、平等及び内政不干涉）及び以下の諸点を踏まえ、相手国の要請、経済社会状況、二国間関係等を総合的に判断の上、実施するものとする。

- (1) 環境と開発を両立させる。
- (2) 軍事的用途及び国際紛争助長への使用を回避する。
- (3) 国際平和と安定を維持・強化するとともに、開発途上国はその国内資源を自国の経済社会開発のために適正かつ優先的に配分すべきであるとの観点から、開発途上国の軍事支出、大量破壊兵器・ミサイルの開発・製造、武器の輸出入等の動向に十分注意を払う。
- (4) 開発途上国における民主化の促進、市場指向型経済導入の努力型びに基本的人権及び自由の保障状況に十分注意を払う。

3. 重点事項

(1) 地域

アジア地域は、我が国と歴史的、地理的、政治的及び経済的に密接な関係にある。また、とりわけ東アジア地域、ASEAN諸国は、世界の中で活力あふれる地域となっており、その経済発展を維持・拡大することが世界経済の発展のために重要であること、その一方で依然として貧困に苦しむ多数の人口を抱えている国も存在することを踏まえて、引き続きアジア地域に重点を置く。

同時に、世界全体の貧困や経済の困難に目を向ける必要があり、アフリカ、中近東、中南米、東欧及び大洋州等の地域に対しても、我が国の国力に相応しい協力を行っていく。特に、後開発途上諸国（LLDC）へ配慮する。

(2) 項 目

(イ) 地球的規模の問題への取組み

環境問題、人口問題等の地球的規模の問題は、先進国と開発途上国との協力によって対処することが重要であることにかんがみ、これらの問題に対する開発途上国の努力を支援する。

(ロ) 基礎生活分野（BHN）等

飢餓・貧困により困難な状況にある人々や難民等を対象とする基礎生活分野（BHN：BASIC HUMAN NEEDS）を中心とした支援及び緊急援助を実施する。

(ハ) 人造り及び研究協力等技術の向上・普及をもたらす協力

長期的視野に立った自助努力の最も重要な要素であり、国造りの基本となる人造り分野での支援を重視する。また、開発途上国自身の研究開発能力及び適応能力を高める研究協力等技術の向上・普及をもたらす協力を推進する。

(ニ) インフラストラクチャー整備

経済社会開発の重要な基礎条件であるインフラストラクチャーの整備への支援を重視する。

(ホ) 構造調整等

市場メカニズムの下で民間の創意、活力が十分に発揮できるような経済構造への調整及び累積債務問題の解決に向けた適切な支援に努める。

4. 政府開発援助の効果的実施のための方策

- (1) 相手国からの要請・考え方を十分勘案しつつ、開発途上国に関する情報の収集・分析を進め、開発政策等の基本認識を相手国との間で共有するため、密接な政策対話を推進する。
- (2) 開発途上国の多様な発展段階及び援助需要に的確に対応するよう、有償資金協力、無償資金協力及び技術協力の各援助形態並びにその外の協力の

特性を最大限生かし、その有機的連携・調整を図る。

- (3) 必要に応じ、他の先進国の援助機関、国連諸機関、国際金融機関、我が国の地方公共団体及び労働団体、経営者団体その外の民間団体等との適切な連携・協調を図る。特に、国際機関を通ずる協力については、政府開発援助についての我が国の考え方がその活動に十分に反映されるように努めるとともに、国際機関の有する専門的知識、政治的中立性等の特質を十分生かすように努める。また、民間援助団体（NGO）との連携を図るとともに、その自主性を尊重しつつ、適切な支援を行う。
- (4) 我が国及び離陸に成功した東アジア、東南アジア諸国等の開発政策の経験の活用を図る。
- (5) 環境問題に関する支援を進めるに際しては、我が国が環境保全と経済成長の両立に成果を挙げてきていることを踏まえ、その技術、ノウハウ等を活用する。
- (6) 開発途上国の発展段階に適した技術移転等に資するため、必要に応じ当該技術に関する技術開発に取り組むとともに、他の開発途上国の有する知識や技術の十分な活用を図るための支援を行う。
- (7) 我が国の持つ技術、ノウハウ等について、公的部門のみならず、民間部門からもその活用を図るとともに、民間の行う技術協力を支援する。
- (8) 国境を越えた地域的規模の問題に対応するため、国際機関及びアジア太平洋経済協力（APEC）等の地域協力のための枠組みとの連携強化を図る。
- (9) 政府開発援助と直接投資、貿易が有機的連関を保ちつつ実施され、総体として開発途上国の発展を促進するよう努める。このため、貿易保険、日本輸出入銀行等を通じた民間経済協力との連携強化を図るとともに、民間経済協力の促進を図る。
- (10) 適切な案件を採択できるよう案件発掘・形成のための協力及び調査を充実する。また、今後の協力にも資するよう第三者による評価及び他の国との合同評価を含めた評価活動を充実する。

- (11) 開発途上国に関する地域研究、開発政策研究、政府開発援助の総合評価等を推進する。
- (12) 開発への女性の積極的参加及び開発からの女性の受益の確保について十分配慮する。
- (13) 子供、障害者、高齢者等社会的弱者に十分配慮する。
- (14) 開発途上国における貧富の格差及び地域格差の是正に配慮する。
- (15) 我が国の政府開発援助を巡って不正や腐敗を惹起^{ひきおこ}しないよう十分配慮する。

5. 内外の理解と支持を得る方策

政府開発援助の実施に当たっては、内外の理解の確保を基本とし、また、国民の参加を確保するため以下のような方策を講ずる。

(1) 情報公開の促進

相手国に対する外交的配慮等を踏まえつつ、政府開発援助の実施状況を取りまとめ、国会を始め広く国民に明らかにする等、政府開発援助に関する情報公開を促進する。

(2) 広報・開発教育の強化

組織的な広報活動の強化、開発援助に関する教育を推進する。

6. 実施体制等

(1) 人材の養成・確保・活用

政府開発援助にかかわる人材の養成・確保・活用を図るため、人材の養成機関の充実等を通じて、開発専門家、民間コンサルタント等の育成を図る。

(2) 効果的・効率的な実施体制の確保等

関係省庁間の連絡・協議体制を確立し、政府開発援助の効果的・効率的な実施体制を確保する。また、援助実施機関である国際協力事業団(JICA)

及び海外経済協力基金（OECD）の相互の連携を強化するとともに、これらの機関の実施体制の整備を図る。民間部門の協力を得ていくため、業務のコストに見合った適切な支援に努める。

(3) 派遣される援助関係者の安全の確保等

開発途上地域に派遣される援助関係者の生命・身体の安全の確保、不慮の災害の際の適切な対応に引き続き努める。

(unofficial translation)

JAPAN'S OFFICIAL DEVELOPMENT ASSISTANCE CHARTER

June 30, 1992

Ministry of Foreign
Affairs

In order to garner broader support for Japan's Official Development Assistance (ODA) through better understanding both at home and abroad and to implement it more effectively and efficiently, the Government of Japan has established the following Charter for its ODA.

1. Basic Philosophy

Many people are still suffering from famine and poverty in the developing countries, which constitute a great majority among countries in the world. From a humanitarian viewpoint, the international community can ill afford to ignore this fact.

The world is now striving to build a society where freedom, human rights, democracy and other values are ensured in peace and prosperity. We must recognize the fact of interdependence among nations of the international community that stability and further development of the developing world is indispensable to the peace and

prosperity of the entire world.

Environmental conservation is also a task for all humankind, which all countries, developed and developing alike, must work together to tackle.

It is an important mission for Japan, as a peace-loving nation, to play a role commensurate with its position in the world to maintain world peace and ensure global prosperity.

Bearing these points in mind, Japan attaches central importance to the support for the self-help efforts of developing countries towards economic take-off. It will therefore implement its ODA to help ensure the efficient and fair distribution of resources and "good governance" in the developing countries through developing a wide range of human resources and socio-economic infrastructure, including domestic systems, and through meeting the basic human needs (BHN), thereby promoting the sound economic development of the recipient countries. In so doing, Japan will work for globally sustainable development while meeting the requirements of environmental conservation.

Such assistance is expected to further promote the existing friendly relations between Japan and all other countries, especially those in the developing world.

2. Principles

Taking into account comprehensively each recipient country's requests, its socio-economic conditions, and

Japan's bilateral relations with the recipient country, Japan's ODA will be provided in accordance with the principles of the United Nations Charter (especially sovereign equality and non-intervention in domestic matters), as well as the following four principles.

- (1) Environmental conservation and development should be pursued in tandem.
- (2) Any use of ODA for military purposes or for aggravation of international conflicts should be avoided.
- (3) Full attention should be paid to trends in recipient countries' military expenditures, their development and production of mass destruction weapons and missiles, their export and import of arms, etc., so as to maintain and strengthen international peace and stability, and from the viewpoint that developing countries should place appropriate priorities in the allocation of their resources on their own economic and social development.
- (4) Full attention should be paid to efforts for promoting democratization and introduction of a market-oriented economy, and the situation regarding the securing of basic human rights and freedoms in the recipient country.

3. Priority

(1) Regions

Historically, geographically, politically and

economically, Asia is a region close to Japan. East Asian countries, especially, member countries of the Association of South East Asian Nations (ASEAN) constitute one of the most economically dynamic regions in the world, and it is important for the world economy as a whole to sustain and promote the economic development of these countries. There are, however, some Asian countries where large segments of the population still suffer from poverty. Asia, therefore, will continue to be a priority region for Japan's ODA.

It is also necessary to be mindful of the poverty and the economic difficulties in the world as whole. Japan will therefore extend cooperation, befitting its position in the world, to Africa, the Middle East, Central and South America, Eastern Europe, and Oceania. Due consideration will be paid in particular to Least Developed Countries (LLDC).

(2) Issues

(A) Approach to Global Problems

Recognizing that it is important for developed and developing countries to cooperate in tackling global problems such as the environment and population, Japan will support efforts being made by developing countries to overcome these problems.

(B) Basic Human Needs

To help people suffering from famine and poverty, refugees and others, Japan will provide assistance to the basic human needs (BHN) sector and emergency humanitarian aid.

(C) Human Resources Development and Research and Other Cooperation for Improvement and Dissemination of Technologies

A priority of Japan's ODA will be placed on assistance to human resources development which, in the long-term, is the most significant element of self-help efforts towards socio-economic development and is a basic factor for the nation-building of developing countries. Japan will also promote cooperation for the improvement and dissemination of technologies, such as research cooperation which will raise the research and development as well as adaptive capabilities of developing countries.

(D) Infrastructure Improvement

Priority will be placed on assisting infrastructure improvement, which is a prerequisite to socio-economic development.

(E) Structural Adjustment

Japan will provide support to structural adjustment, so that the entrepreneurship and the vitality of the private sector in recipient countries can be fully exerted in the market mechanisms, and to their efforts for the solution of the accumulated debt problem.

4. Measures for the Effective Implementation of Official Development Assistance

- (1) Japan will promote intensive policy dialogues with recipient countries, with a view to collecting and analyzing relevant information on these countries, and sharing with them basic perceptions on their development policies, taking into account their request and ideas.
- (2) To respond to the various needs of developing countries in different stages of development, Japan's ODA will take advantage, to the maximum extent possible, of the merits of loans, grants, technical cooperation and other forms of assistance. All of these forms of assistance will be organically linked together and coordinated.
- (3) When called for, there will be appropriate communication and cooperation with aid agencies of other donor countries, United Nations agencies and international financial institutions, as well as Japanese local governments and private organizations such as labor and business organizations. In particular efforts will be made to ensure that Japan's perspective on ODA is adequately reflected in the cooperation through international organizations, while taking full advantage of the expertise and political neutrality of these organizations. There will also be cooperation with and appropriate support to non-governmental organizations (NGOs), while respecting their independence.
- (4) Japan's own development policies and experiences, as well as those of countries in East and Southeast Asia which have succeeded in economic take-off, will be put

to practical use.

- (5) In implementing environmental ODA, Japan will make the best use of its technology and know-how, which it has acquired in the process of successfully making environmental conservation and economic development compatible.
- (6) In order to contribute to the transfer of technology suitable for the level of development of the recipient countries, Japan will promote the development of relevant technologies and will provide such assistance as will enable the adequate utilization of the knowledge and technologies possessed by other developing countries.
- (7) In transferring technology and know-how, Japan will make use of those possessed by the Japanese private sector as well as by the government, and provide support for technical cooperation by the private sector.
- (8) In order to cope with transnational regional problems, Japan will cooperate more closely with international organizations and other frameworks for regional cooperation such as the Asia-Pacific Economic Cooperation (APEC).
- (9) A close relationship will be maintained between ODA, direct investment and trade, so that those three can promote the development of developing countries organically. For this purpose, ODA will be more closely linked to and be supportive of economic cooperation in the private sector through trade insurance and such

organizations as the Export-Import Bank of Japan.

- (10) Cooperation and research to find and formulate adequate development projects will be enhanced. For the future improvement of its ODA, projects evaluations, including third party evaluations and joint evaluations with recipients and other donors and organizations will also be strengthened.
- (11) Regional studies of developing countries, studies of development policy, and comprehensive evaluation of ODA will be further promoted.
- (12) Full consideration will be given to the active participation of women in development, and to their obtaining benefits from development.
- (13) Full consideration will be given to the socially weak, such as the disadvantaged, children and the elderly.
- (14) Consideration will be given to redressing the gap between the rich and the poor and the gap among various regions in developing countries.
- (15) Japan's ODA activities will be conducted with full care to see that they do not lead to injustice or corruption in the recipient countries.

5. Measures to Promote Understanding and Support At Home and Abroad

The following measures will be adopted to ensure that Official Development Assistance is implemented with public

understanding both at home and abroad and to secure the participation of the Japanese people.

(1) Making ODA Information Public

While taking into account such matters as diplomatic relations with recipient countries, more information regarding the ODA activities will be made open to the Diet and to the public.

(2) Enhancement of Public Relations and Development Education

Organized public relations activities and educational programs on development assistance will be promoted.

6. ODA Implementation System

(1) Recruitment, Training and Utilization of Competent Aid Personnel

In order to recruit, train and utilize fully the talents of competent ODA personnel, training institutes of aid experts will be enhanced to foster more development specialists, private enterprise consultants and others.

(2) Ensuring Effective and Efficient Mechanisms to Implement ODA

Communication and consultation between relevant ministries and agencies will be promoted for the effective and efficient implementation of ODA. In addition, cooperation between the two aid implementing organizations, the Japan International Cooperation

Agency (JICA) and the Overseas Economic Cooperation Fund (OECF) will be intensified. At the same time, the ODA implementation functions of these two organizations will be improved. In order to obtain further cooperation from the private sector, efforts will be made to extend such support to this sector as will appropriately cover the related operating expenses.

- (3) Ensuring the Safety of ODA Personnel Dispatched Overseas
Continued efforts will be made to safeguard the lives and personal safety of ODA personnel dispatched to developing areas, and to provide necessary assistance in the event of unexpected incidents.

JICA