

Japan International Cooperation Agency Annual Report

••• Feature: Promotion of Participatory Cooperation

Japan International Cooperation Agency

Introduction to JICA

- 1. Founded: August 1, 1974
- JICA is a special governmental corporation established on the basis 2. Aims: of the Law concerning International Cooperation Projects (Law No. 62 of 1974) with the aim of contributing to economic and social development in developing regions, etc., and to the promotion of international cooperation.

3. Capital: ¥128.1 billion (as of March 31, 1999)

- 4. Budget: ¥185.5 billion (FY1999)
- 5. Staff: 1,218 (FY1999)



- Cover photographs (all prize-winning submissions to the International Cooperation Photography Competition) Front cover: Nepal: "Elderly Man Making a Cast Net" (Toshihiko likura, right) India: "Woman Farmer" (Takeo Tokugawa, center) Kenya: "Gaze" (Hisako Sato, left) Pack cover:
 - Back cover: Mongolia: "People and Horses" (Hiromasa Takeda)



This year marks the 25th anniversary of the foundation of the Japan International Cooperation Agency (JICA). It also marks the start of a newly constituted JICA following the most extensive organizational reforms ever implemented within the Agency.

Japan's official development assistance (ODA) has increased both quantitatively and qualitatively to levels around ten times higher than 25 years ago. We have become the world's largest donor nation, and our achievements in this regard have been highly evaluated by the international community. As the central agent in the provision of aid with a clearly visible profile, JICA is contributing to human development in developing countries: to date we have dispatched around 50,000 experts and 20,000 Japan Overseas Cooperation Volunteers to other countries and have hosted technical training in Japan for as many as 170,000 overseas participants. I believe that the enormous amount of concentrated effort directed to these activities by ourselves and by those from developing nations who have participated in them is the bedrock for the trust and friendship of the developing world which Japan now enjoys. It is clear that Japan has an important role to play in the economic development of Asian nations in particular. The history of Japan's own economic development serves as a model for nation-building in these countries, and in this sense JICA has an important role to play in transmitting this Japanese model to other countries.

Looking at the world today, however, the economic crisis in Asia remains severe while ethnic conflict as manifest in the Kosovo crisis is occurring in several parts of the world. The rapidly changing international situation has resulted in the emergence of new aid requirements involving, for instance, assistance with peace-building and transfer to the market economy. The importance of global topics such as the environment, HIV/AIDS and poverty is also growing.

JICA is currently implementing its largest ever organizational reforms in order to respond appropriately to these rapidly changing needs of the international community. We are aiming to deal with each of the problems peculiar to specific countries and regions by finding the appropriate path of development applicable in each case. The conditions facing Asian countries after the economic crisis and those countries transferring to the market conomy do not fall within the experience of any of the advanced nations. The image of JICA in the 21st century is that of a navigator in the uncharted waters of nation-building.

This report summarizes the achievements of JICA's projects and activities in fiscal 1998. It begins with a special feature entitled "Promotion of Participatory Cooperation" which shows how JICA is tackling the question of how to encourage Japanese society to support and take part in international cooperation. It is my sincere hope that this report will further enhance the reader's understanding of JICA's undertakings, and I would greatly welcome any advice and suggestions on the future implementation of our activities.

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October 1999

Kimio Fujita President Japan International Cooperation Agency

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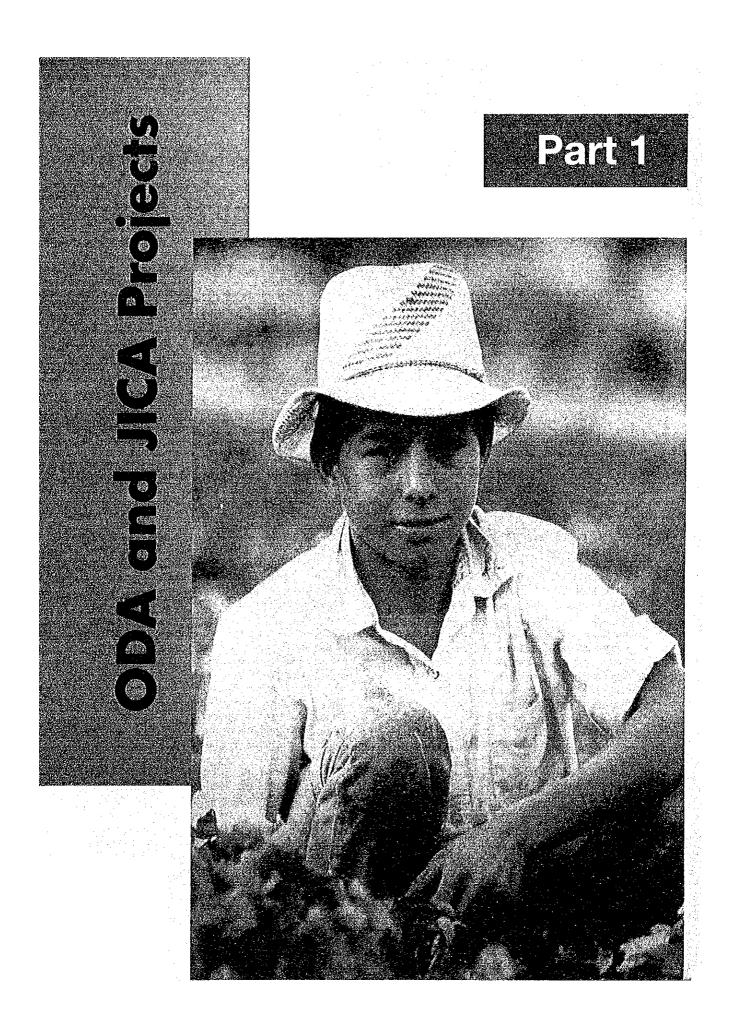
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Reading the Annual Report of the Japan International Cooperation Agency

- 1. This annual report summarizes the activities of the Japan International Cooperation Agency in FY1998 (April 1, 1998 to March 31, 1999).
- 2. The figures contained in the report are those for the fiscal year in the case of the Japan International Cooperation Agency and for the calendar year (January 1, 1998 to December
- 31, 1998) in the case of Official Development Assistance (ODA).
- 3. All sums indicated in \$ refer to US \$ and are calculated at an exchange rate of ¥130.89 to the US\$ (the official DAC rate in 1998).
- 4. Maps: All maps contained in this report are approximate. National boundaries in regions where these are under dispute or are unclear have been entered merely for convenience.
- 5. * Terms marked with an asterisk are explained in the glossary of Development Assistance Terminology and JICA Terminology.

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Strengthening Links between NGOs, Local Administration and Universities, etc.

Promotion of Partici



The aim is international cooperation in which as many people as possible can participate whether as donors or recipients. Here we see a Japanese NGO, supported by local volunteers, providing a meals service for malnourished children. (Community Empowerment Program in Myanmar)

Varied Aid Needs and the Agents of Aid Provision

Feature

With the diversification of aid requirements in recent years, fulfillment of basic human needs (BHN*) such as health and medical care, access to drinking water, and obtaining food has, together with human resources development and training as implemented in past aid projects, become more important than ever for satisfying the minimum requirements of human survival. Japan's policy hitherto has been to give priority to directing aid funds toward improvements in the social and industrial infrastructure required in developing countries, in particular roads, railways, electric power, telecommunications and broadcasting. Improvements in these areas are essential for the realization of economic activities on a global scale (globalization).

In addition to these conventional aid requirements, development aid is being called upon to play a major role in achieving "human security"* to combat deterioration in the global environment (as manifest in desertification caused by loss of greenery and in global warming due to destruction of the ozone layer), the crisis in food and energy supplies, the population explosion, the spread of narcotics and of infectious diseases such as AIDS, and the proliferation of terrorism and international crime.

As a result, of a) structural adjustment* financing from the World Bank and the International Monetary Fund in Africa and developing countries in other parts of the world; and b) of the establishment of new independent states following the revolution in Eastern Europe that began in 1989 and the collapse of the Soviet Union in 1991, centralized state control over the political and economic spheres has been abandoned in formerly communist countries. These countries are now undergoing a process of democratization characterized by a move away from authoritarian political structures toward the emergence of the market economy, as evident in the privatization of nationalized companies through incorporation of the principles of economic competition. Aid has been instrumental in underpinning these changes.

More specifically, we are seeing cooperation directed toward liberalization of trade through the abolition of trade barriers previously used to protect domestic industrics, liberalization of business through abolition of government licensing rights, price controls and subsidies, encouragement of deregulation in areas such as economic transactions, industrial policy involving the establishment of export processing zones for stimulating investment, factory modernization, corporate restructuring, production control, management control, management prognosis, quality control,

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personnel and labor control, macro- and micro-economic policy, financial and monetary policy, and consolidation of tax and legal systems.

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Policy advisors are being sent to government ministries while management advisors are being dispatched to companies in developing countries to deal with these new aid requirements. The experts being dispatched overseas are now being recruited not only from among government administrators as in the past but also from the ranks of development planners in private think-tanks, economists with academic and other backgrounds, financial specialists from the fields of auditing and banking, technical staff from private companies, tax accountants, and lawyers.

In response to requests for aid in the form of the dispatch of experts, JICA (Japan International Cooperation Agency) has hitherto relied primarily on the methods and expertise in the field of administrative services possessed by Japanese government departments. In fields involving services for local communities such as public transport, water supply and drainage, waste disposal, public health, maternal and child health, social welfare, expansion of agriculture, elementary and intermediate education, occupational training, and environmental conservation, JICA has also had recourse to the expertise and human resources acquired over the years by Japanese local authorities, although again through the medium of central government departments. Similarly, as regards the skills and personnel of private companies, JICA has relied on recommendations from the administrative sector. Since the system does not provide for private companies making their personnel directly available on a commercial basis, companies are at present not provided with adequate compensation.

In line with the concept of "people-centered development," emphasis is now being placed on the identification, formulation and implementation of projects that bring extensive benefits to local communities and on the participation of local communities in projects. Projects that contribute to poverty alleviation, elementary and intermediate education, health and medical care, and support for selfsufficiency among women in agricultural communities are assuming greater importance in this context.

In response to these varied aid requirements, since 1997 JICA has supplemented its reliance on central government departments to provide aid personnel from public service staff and private companies with open recruitment of development aid experts from the general public.

To encourage members of the general public to participate in development aid projects, JICA is supplementing its previous JOCV projects with senior overseas volunteer projects in which people older than 39 years of age can take part.

Promoting Tie-up's with NGOs

Enforcement of the Non-Profit Organization Law (the NPO Law) in December 1998 has heightened awareness of the importance of participation by not-forprofit private organizations (NPOs or NGOs) active in the field of international cooperation in official development assistance (ODA). NGOs providing development aid aim to encourage ongoing improvements in the quality of life, not so much of individual community members as of village communities as a whole, through involvement in fields such as farming, health and medical care, and education.

JICA has been looking into the possibilities for tieups with NGOs involving implementation of cooperation projects on the grass-roots level aimed directly at local societies and communities. With a view to promoting cooperation of the community-participatory type aimed at improving living conditions in connection with social development, health and population, and poverty alleviation measures, JICA has hitherto obtained cooperation from Japanese NGOs in playing host to training participants from developing countries, sending Japanese experts to take part in overseas projects, and carrying out studies to identify projects overseas.

Making the widest possible use of the experience and personnel resources of NGOs and getting NGOs more involved in JICA projects are indispensable conditions if we are to succeed in expanding and efficiently implementing aid on the grass-roots level which finds its way directly to local communities. The NGO-JICA Consultation Meetings were established in October 1998 to provide links between the NGO network and JICA. The purpose of these meetings, which are held regularly, is to enable NGOs to share their opinions on aid topics with JICA and for both sides to better understand each other's positions. Promotion of Participatory Cooperation / Strengthening Links between NGOs, Local Administration and Universities,

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In March 1999, JICA organized an NGO workshop in Okinawa Prefecture with the participation of NGOs from Japan and other Asian countries. The aim of this event was to give Japanese and Asian NGOs the opportunity to study each other's aid methods and ideas on the implementation of projects based on community participation and to explore the potential for joint projects. Items considered worthy of implementation were listed in a proposal.

NGO representatives have in the past taken part in training courses for technical cooperation experts organized by JICA at the Institute for International Cooperation. FY1998 saw the start of joint NGO-JICA training in which staff from NGOs and JICA are able to study one another's aid methods.

For its part, the Ministry of Foreign Affairs in FY1989 introduced a system for providing grants to notfor-profit organizations involved in international development cooperation (known as "NGO project grants") and a system for "grass-roots grant aid"* intended to provide financial support for comparatively small-scale projects implemented by NGOs and other organizations based in Japan and elsewhere. On the other hand, JICA has been striving to raise welfare standards in developing countries with the establishment in 1997 of a "Community Empowerment Program" whereby local NGOs rooted in their respective communities are commissioned to undertake JICA projects aimed at realization of the targets set under the DAC new development strategy*, namely halving the proportion of people living in poverty and reducing infant and maternal mortality rates. FY1999 marked the start of the "JICA Consignment Program for NGOs, local governments and institutes" under which Japanese NGOs, local authorities and universities are commissioned to carry out projects in the fields of social development and intellectual support* aimed at achieving sustainable development* and providing support for selfhelp for communities in developing countries.

Feature

Turning now to links between JOCVs and NGOs, JOCVs are active in NGOs in developing countries in such fields as village development, local health, children's education, and social welfare. After returning to Japan, JOCVs continue their involvement with local regeneration and international cooperation by taking part in the activities of NGOs in Japan. The JOCV Alumni Association, consisting of JOCVs who have returned to Japan, is active as a local NGO in the fields of international exchange and cooperation and development education through activities performed together with local authorities and communities.

Establishing Treyups with Local Government

More and more local government authorities are currently embarking upon international exchange and cooperation projects. Stimulus for this development has come from economic globalization as evident in the trade and investment activities of local industries in recent years and by the trend toward internationalization of personal exchange as manifest, for instance, in the increasing numbers of Japanese people traveling overseas and of foreigners coming to Japan to receive training and take up employment. Japanese local government authorities are now themselves playing an active role in international cooperation. Their activities include involvement in exchange projects stimulated by the interest in international matters shown by local communities, although they are motivated also in this respect by the awareness that international cooperation can be an effective way of injecting new life into the community.

Promotion of Participatory Cooperation

Forming tic-ups with local governments is important for JICA in that such tic-ups make it possible to incorporate with discretion the interests of local communities into policy, stimulate an understanding of international cooperation among local communities, and promote participation in international cooperation. Moreover, making effective use of the multifarious talents and expertise of local communities is indispensable if Japan is to augment its contribution on the level of human resources to international cooperation.

This is the background to the "Salmon Campaign" begun by JICA in FY1998. The aim of this campaign is to enable technical aid experts, experienced JOCVs, JICA employees, and technical training participants invited from overseas, to participate as "resource personnel" in public courses on international cooperation, symposiums, workshops and seminars organized jointly with local government authorities and NGOs, and in educational institutions ranging from primary schools to universities for supporting development education.

To encourage tie-ups with local government authorities, JICA is providing practical training for local government personnel involved in international cooperation activities. JICA is also organizing regular meetings and exchanges of opinion to enhance understanding of the system and budget underlying our international cooperation projects.

A "regional framework" training participation system was newly introduced in FY1998 to encourage tie-ups with local government authorities. The idea in introducing this system is to implement as part of the JICA program "expert dispatch projects of the public participatory type," whereby experts are dispatched after proposals agreed upon by local government authorities have been submitted to agencies of national and local government in developing countries, and technical training participation projects planned by local government authorities, NGOs and universities.

A start was made in FY1998 with the "Workshops for Project Formation Linkage with Local Governments." These workshops offer a forum for the exchange of opinions with local government authorities and local NGOs with a view to identifying and formulating projects that can be implemented with local government authorities and other organizations. A workshop was held in Oita Prefecture on how to popularize the "one village, one product" campaign in Malawi in southern Africa, and cooperation was provided in connection with the transfer of expertise on fostering the chicken-breeding industry and village pronotion. With the cooperation of the Oita prefecture government, this workshop bore fruit in a project formulation study* which will lead to the realization of cooperation in the future.

Promotion of participatory cooperation projects



Senior Overseas Volunteers and members of the general public are increasingly eager to participate. (Samoa)

Increased Eagerness to Participate

More and more people are showing interest in international cooperation and are keen to take part in activities. To illustrate this, attendance at the "International Cooperation Pestival," which has been held every year since 1992 in Tokyo's Hibiya Park as part of the ODA publicity campaign, has increased over a period of six years by 90,000. 1998's two-day festival was attended by as many as 165,000 people.

There has been a rapid increase over the past decade in the number of civic organizations becoming involved in international cooperation. A survey carried out by the Japanese NGO Center for International Cooperation (JANIC) has shown that 276 of the leading 368 NGOs involved in international cooperation have been formed since the late 1980s. Of this number 190 were established during the 1990s.

The following are some of the factors that underlie this increase in interest and eagerness to participate in international cooperation on the part of the general public: (1) Progress in internationalization of local communities and exchange on the civic level accompanying globalization in the fields of the economy and information;

(2) Heightened awareness on the part of the general public of their status as "global citizens" as a result of the increased focus on global issues*;

(3) Growth in interest in volunteer activities accompanying social changes and diversification of

values (in particular the impetus to volunteer activities given by the Great Hanshin-Awaji Earthquake of 1995).

Importance of Participatory Cooperation

One of the main tasks of ODA is to exploit this public interest and eagerness to get involved to promote public participation in projects. The reasons for this are as follows.

1. Obtaining understanding and support for ODA

Understanding and support from the general public are essential for implementation of ODA.

The Japanese public has consistently given its strong support for the nation's ODA activities. However, this support is now showing signs of waning owing to the deterioration in public finances and the prolonged recession.

In a public opinion survey carried out by the Prime Minister's Office in October 1998, people who wished to see Iapan continuing to take a positive stance with regard to economic cooperation and those who thought that cooperation should be maintained at current levels accounted for 70% of those questioned. On the other hand, the percentage of the population taking this attitude has been gradually falling since reaching its peak in 1994, and this has been accompanied by an increase in the proportion of otion of Participatory Cooperation / Promotion of Participatory Cooperation project



people who think that levels should be decreased as far as possible.

Accordingly, we need to direct more effort than ever before to gaining the understanding and support of the general public for ODA. As well as releasing more information about ODA, everything must be done to encourage further public participation.

2. Expanding the scope of aid

Diversification and expansion of aid requirements in developing countries mean that we must have more people becoming involved in aid.

Promotion of participatory cooperation is significant also from the standpoint of stimulating involvement of the widest range of people in aid activities and in creating conditions conducive to the emergence of aid personnel in the future. This is also important in order to expand the scope of Japanese aid with a view to achieving more effective implementation of aid activities.

Tackling Participatory Cooperation Projects

JICA is encouraging public participation in projects through the implementation of volunteer projects and is also attempting to expand cooperation projects of the public participatory type in the light of the above situation.

Volunteer projects

JICA is implementing volunteer projects aimed at members of the general public who are eager to cooperate with human resources development and nation-building by making use of their skills and knowledge.

The precursor of volunteer activities in Japan is the JOCV program, with its history of more than 30 years stretching back to 1965. As of March 1999, there were 2,288 JOCVs specializing in 166 fields active in 59 countries. The number of JOCVs dispatched overseas since the start of the program now totals 18,853.

The activities of JOCVs involved in cooperation while sharing their daily lives with the people of developing countries have met with high praise both inside and outside Japan. The strong reputation of the program has resulted in a large number of applicants: in FY1998 there were 8,152 applicants for 2,070 posts. More and more companies and organizations are authorizing their employees to take part while retaining their employment status.

JICA has expanded its operations in response to the strong interest being shown in the JOCV program. A

new system was instituted in FY1998 whereby the twoyear postings, which were standard in the past, have been supplemented by dispatch of volunteers on a oneyear basis.

Since FY1990, JICA has been operating a Senior Overseas Volunteer program aimed at people above 39 years of age. As of March 1999, 79 volunteers were active in 13 countries, and a total of 217 people had been sent overseas on this program since its inauguration.

This program has provoked much interest among people of this age group looking to international cooperation for a new purpose in life and for a fresh outlet for their talents. The number of people registered under this program has increased sharply from 93 in the first year to 2,095 in FY1998. With their rich store of experience and skill, Senior Overseas Volunteers are highly valued by developing countries, and requests for their services have increased from nine persons in the first year to 185 in FY1998.

In order to create more opportunity for people with an interest in Senior Overseas Volunteer activities to participate, JICA intends to increase the proportion of senior volunteers dispatched overseas by around 70 per cent in FY1999.

In addition to these activities, JICA is also involved in the dispatch of Japanese Community Youth Volunteers and Japanese Community Senior Volunteers.

Activities in Japan

Along with volunteer activities, the main JICA programs open to participation from the general public are the Youth Invitation Program and the Overseas Technical Training Participants Program.

Under the Youth Invitation Program, young people involved in the process of nation-building in developing countries are invited to Japan for one month in line with their respective specializations. This program was begun in 1984. 1,592 young people from 97 countries came to Japan as part of the program in FY 1998. A total of 18,194 people have so far visited Japan in this way.

The program enables the participants to become acquainted with young Japanese people working in similar fields and to engage in regional activities including training and home stays in different parts of Japan. In FY1998 the regional program was implemented in 44 prefectures.

The Youth Invitation Program is a typical example of public participatory cooperation dependent upon widespread cooperation from the general public and ordinary households.

JICA also hosts the visits to Japan of more than 10,000 overseas technical training participants every year. The visitors are given training which takes maximum advantage of the distinctive features of

specific regions and of the facilities available at host institutions throughout Japan. They are also given the opportunity to make friends with people in the communities where they stay.

Public participatory cooperation activities flourish especially at JICA's 12 international centers located throughout the country: local people introduce the trainees to Japanese culture and society and the trainees visit nearby schools to cooperate with development education.

Use and cultivation of human resources

In order to encourage the public to take part in projects, JICA is engaged in the introduction of new systems for the use of human resources and the fostering of a new generation of aid personnel to take charge of activities in the future.

One move in this direction was the introduction in FY1997 of an open system of expert recruitment. Until the adoption of this system, recruitment was largely based on recommendations from related government ministries and departments. The new system enables recruitment from a wide social base and has been remarked upon in the press as an example of "open ODA."

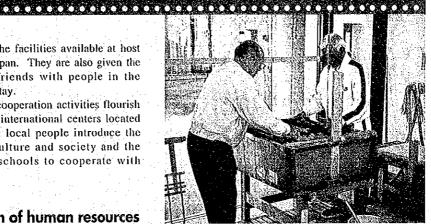
Encouraged by the enthusiastic response to this new system, JICA expanded its scale in FY1998: 40 posts were publicly advertised and 223 applications were received. There will be a further increase in the number of publicly advertised posts with a view to stimulating participation of the general public.

As to cultivation of human resources, in addition to activities involving support for development education of all kinds as have been practiced hitherto, FY1997 saw the introduction of an internship system aimed at graduate students, intended to give young people the chance to come into contact with real aid activities. After an open recruitment campaign, 37 students were sent in FY1998 to JICA offices in Japan and overseas.

A Junior JOCV program aimed at senior high school pupils was launched in FY1998. The idea of this program is to send senior high school pupils on short-term visits to aid provision sites and to cultivate their potential through personal experience of volunteer activities. 30 senior high school pupils were sent to various Asian countries in the program's first year.

Participatory cooperation projects for a new era

Through the opportunity it provides to come into contact with people in developing countries,



A technical training participant receiving individual instruction in papermaking by hand in Shikoku, Japan.

participation in international cooperation enables people to widen their vision and to deepen their understanding of the ways of life and culture of developing countries and of the problems which these countries face. They also achieve a better comprehension of the topics which need to be tackled through cooperation from the international community. International cooperation thus provides participants with the conditions for learning.

One of the reasons that the JOCVs are so highly rated is that participation in JOCV projects has a major role to play in the character building of young people. JOCVs return to Japan after conveying their skills to the people of developing nations. But at the same time they will themselves have learned much from the people of developing countries and from their experience of living in these countries. In this sense, international cooperation has an important role to play in the formation of the young people in whose hands the next generation lies.

The 21st century is being referred to as an era without national boundaries and as the era of the common person. The year 2001, coming at the start of the new century, has been designated as "International Volunteer Year" on the basis of a proposal submitted by the Japanese government, which was adopted by the General Council of the United Nations. The aim behind this designation is to create a better understanding of volunteer activities while encouraging participation in these activities.

The opportunity presented by "International Volunteer Year" is likely to stimulate public participation in various activities to an even greater degree than before. In line with this development, JICA intends to work toward the further stimulation of public participatory cooperation activities with its sights set on the 'era without national boundaries' and the 'era of the common person'.

Promotion of Participatory Cooperation / Promotion of Participatory Cooperation project

Feature Promotion of Participatory Cooperation

JICA's new Implementation System for Promotion of Participatory Cooperation Projects and for Recruitment and Training



government authorities and local people on the basis of a new organizational framework (training under way at the Hokkaido International Center).

JICA has been studying how to improve its operations and its organizational structure to enable a more precise, comprehensive and flexible response to the increasingly diverse and complex requirements of developing countries and to global issues* such as the environment and poverty. The aim is also to promote cooperation with a clearly visible profile with the participation of the general public. Fundamental organizational restructuring based on the results of these studies was approved in the government's original draft proposal for the FY1999 budget. JICA will thus be assuming a new organizational structure in January 2000.

The aims of the present restructuring are threefold, namely 1) strengthening functions for dealing with priority issues affecting developing countries and the international community; 2) strengthening project control and examination functions; and 3) strengthening functions for dealing with promotion of participatory cooperation and for recruiting and fostering aid personnel.

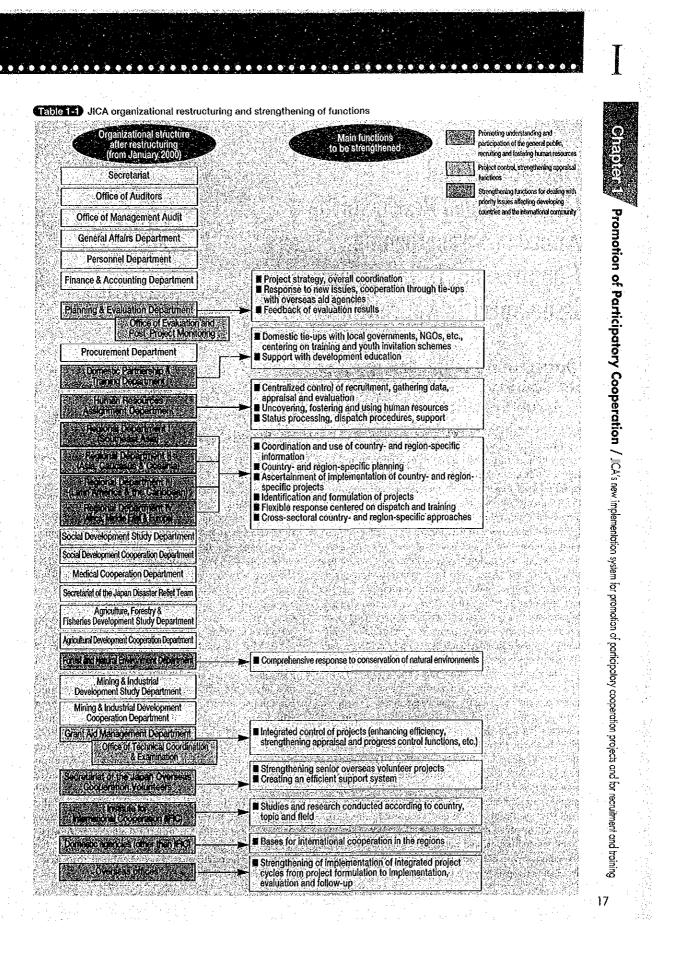
Under the new organizational structure, tic-ups with NGOs, local government authorities, universities and other institutions and promotion of public participatory projects will be dealt with by departments such as the Partnership Promotion Department, the Human Resources Management Department and the JOCV Secretariat as well as by JICA's domestic agencies throughout Japan.

The Domestic Operations Department and the 20 JICA domestic agencies nationwide will execute projects which constitute direct points of contact with people in regions throughout the country, in such a way that JICA projects and ODA as a whole can be made more effective through participation from around the world.

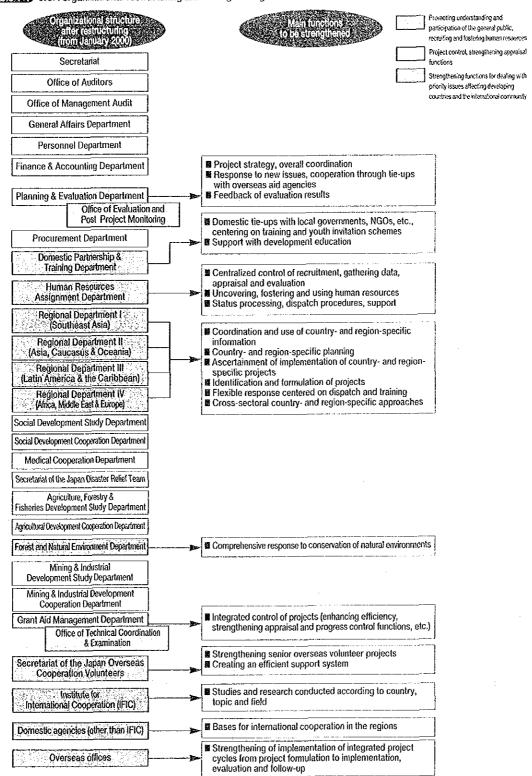
To facilitate response to wide-ranging aid requirements on various levels, the Partnership Promotion Department will be upgrading its Human Resource Data Base and implementing open recruitment procedures in order to get hold of the most appropriate experts promptly and efficiently. For its part, the JOCV Secretariat will be expanding its senior overseas volunteer operations.

JICA's new structure is intended to offer precise responses to the demands of the international community and from within Japan. With this new structure, we hope we will be able to gain the understanding and participation of every Japanese citizen and that this will serve as a further stimulus to international cooperation projects as we move into the 21st century.

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GENERAL D JICA organizational restructuring and strengthening of functions



Promotion of Participatory Cooperation / JICA's new implementation system for promotion of participatory acoperation projects and for reacultment and training