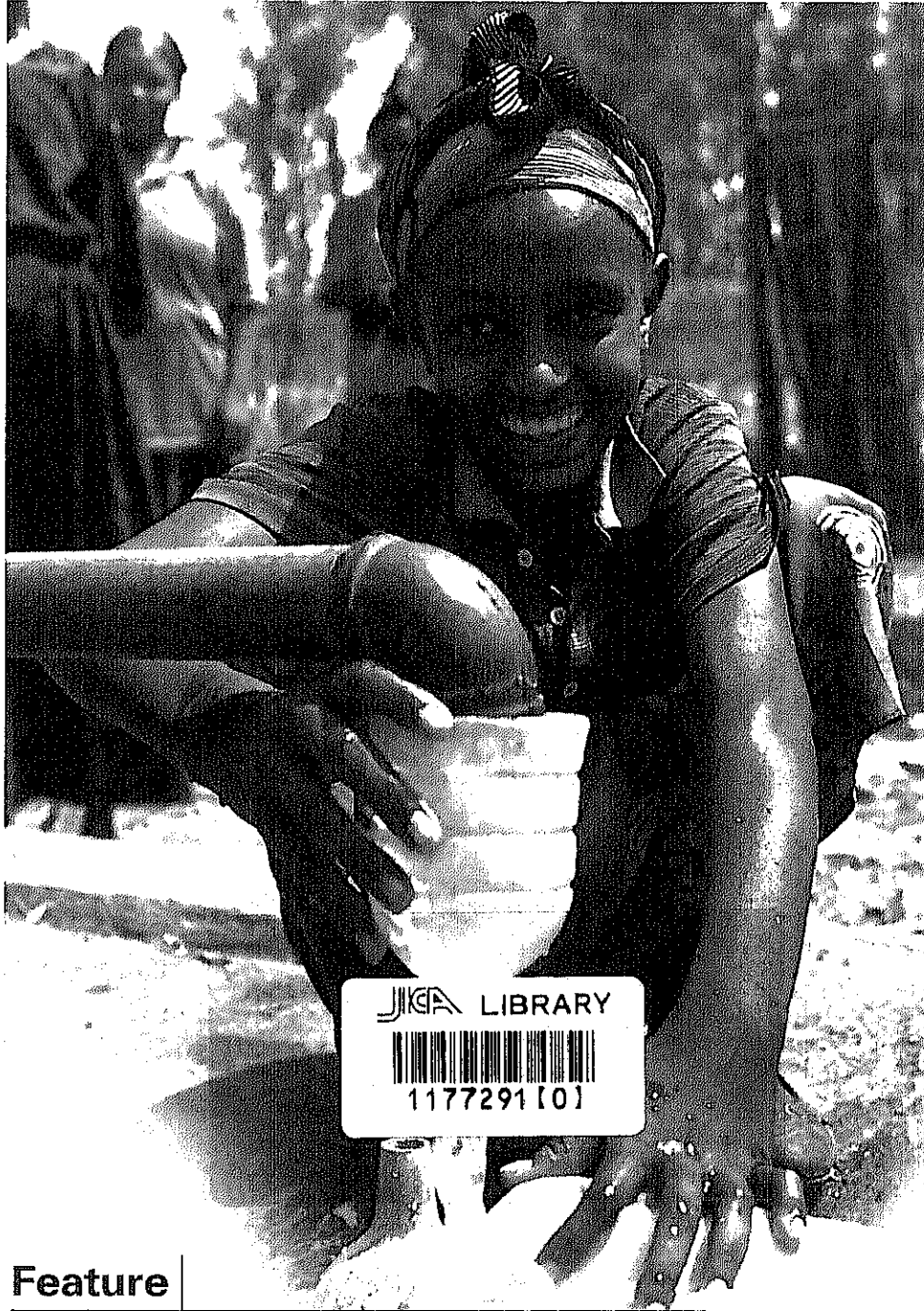


# J I C A

Japan International Cooperation Agency

## Annual Report



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Feature

### Implementation of JICA Reforms



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## JICA Headquarters and Domestic Offices

### Headquarters

● Japan International Cooperation Agency  
6~13F Shinjuku Maynds Tower, 1-1 Yoyogi 2-chome,  
Shibuya-ku, Tokyo 151-8558  
TEL: 03-5352-5311~4  
Homepage: <http://www.jica.go.jp/>

### Domestic Offices

● Institute for International Cooperation  
10-5 Ichigaya Honmura-cho, Shinjuku-ku, Tokyo 162-8433  
TEL: 03-3269-2911

● Sapporo International Center (JICA Sapporo)  
4-25 Minami, Hondori 16-chome, Shiroishi-ku, Sapporo City,  
Hokkaido 003-0026  
TEL: 011-866-8333

● Obihiro International Center (JICA Obihiro)  
1-2 Nishi 20-jo Minami 6-chome, Obihiro City,  
Hokkaido 080-2470  
TEL: 0155-35-1210

● Tsukuba International Center (JICA Tsukuba)  
3-6 Koyadai, Tsukuba City, Ibaraki Prefecture 305-0074  
TEL: 029-838-1111

● Tokyo International Center (JICA Tokyo)  
49-5 Nishihara 2-chome, Shibuya-ku, Tokyo 151-0066  
TEL: 03-3485-7051

● Hachioji International Center (JICA Hachioji)  
31-2 Akatsuki-cho 2-chome, Hachioji City, Tokyo 192-0043  
TEL: 0426-26-5411

● Yokohama International Center (JICA  
Yokohama)  
3-1 Shinko 2-chome, Naka-ku, Yokohama City,  
Kanagawa Prefecture 231-0001  
TEL: 045-663-3251

● Chubu International Center (JICA Chubu)  
2-73 Kamenoi, Meito-ku, Nagoya City,  
Aichi Prefecture 465-0094  
TEL: 052-702-1391

● Osaka International Center (JICA Osaka)  
25-1 Nishitoyokawa-cho, Ibaraki City,  
Osaka Prefecture 567-0058  
TEL: 072-641-6900

● Hyogo International Center (JICA Hyogo)  
5-2 Wakihami Kaigandori 1-chome, Chuo-ku,  
Kobe City, Hyogo Prefecture 651-0073  
TEL: 078-261-0341

● Chugoku International Center (JICA Chugoku)  
3-1 Kagamiyama 3-chome, Higashi Hiroshima City,  
Hiroshima Prefecture 739-0046  
TEL: 0824-21-6300

● Kyushu International Center (JICA Kyushu)  
2-1 Hirano 2-chome, Yahata Higashi-ku, Kitakyushu City,  
Fukuoka Prefecture 805-8505  
TEL: 093-671-6311

● Okinawa International Center (JICA Okinawa)  
1143-1 Aza Maeda, Urasoe City, Okinawa Prefecture 901-2552  
TEL: 098-876-6000

● Hiroo Training Center (JICA Hiroo)  
2-24 Hiroo 4-chome, Shibuya-ku, Tokyo 150-0012  
TEL: 03-3400-7717

● Nihonmatsu Training Center  
(JICA Nihonmatsu)  
4-2 Aza Nagasaka, Nagata, Nihonmatsu City,  
Fukushima Prefecture 964-8558  
TEL: 0243-24-3200

● Komagane Training Center (JICA Komagane)  
15 Akaho, Komagane City, Nagano Prefecture 399-4117  
TEL: 0265-82-6151

● Tohoku Branch Office (JICA Tohoku)  
15F Sendai Daiichi Seimei Tower Bldg.,  
6-1 Ichiban-cho 4-chome, Aoba-ku, Sendai City,  
Miyagi Prefecture 980-0811  
TEL: 022-223-5151

● Hokuriku Branch Office (JICA Hokuriku)  
3F Kanazawa Park Bldg., 1-1 Hirooka 3-chome,  
Kanazawa City, Ishikawa Prefecture 920-0031  
TEL: 076-233-5931

● Shikoku Branch Office (JICA Shikoku)  
13F 114 Bldg., 5-1 Kamei-cho, Takamatsu City,  
Kagawa Prefecture 760-0050  
TEL: 087-833-0901

# 2004 Japan International Cooperation Agency Annual Report



**Feature**

**Implementation of JICA Reforms**

## JICA Principles

JICA made a new start as an independent administrative institution in October 2003. With this new start, we drafted a JICA Mission Statement to gain better understanding from the citizens of Japan. The JICA Mission Statement contains JICA's Mission, which states its principles in one sentence, as well as the oath of service, which demonstrates its commitment to society.

### JICA Mission Statement

#### JICA's Mission

We, as a bridge between the people of Japan and developing countries, will advance international cooperation through the sharing of knowledge and experience and will work to build a more peaceful and prosperous world.

#### Oath of Service

With passion and pride, as professionals in development cooperation, we will perform our work responsibly and energetically with love and a sense of duty; we will encourage and support the participation of the Japanese people in our work; we will work as partners to those in need of assistance; and we will strive to fill the world with hope and happiness by promoting peace and sustainable development.



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#### **Introduction to Japan International Cooperation Agency (JICA)**

1. **Founded:** October 1, 2003
2. **Aims:** JICA is an independent administrative institution established under the New Japan International Cooperation Agency Law (Law No.136 of 2002) for the purpose of contributing to economic and social development in developing regions, etc., as well as to the promotion of international cooperation.
3. **Capital:** 84.37 billion yen (as of October 1, 2003)
4. **Budget:** 166.7 billion yen (FY2004)

Front cover photo: "A girl drawing water at a well built with JICA's assistance in Ethiopia"

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## Preface

The Japan International Cooperation Agency (JICA) became an independent administrative institution on October 1, 2003. With a clear distinction between JICA and the government, we will further improve efficiency and quality in our programs by demonstrating our originality, and will support the self-help efforts of developing countries.

Responding to the objectives of an independent administrative institution and rapid changes in Japan and the international community, JICA will strive to reform its organization to be trusted even more. In its reform efforts, JICA introduces three critical initiatives.

First, a field-based approach is to be promoted. Developing countries have a variety of problems depending on their respective political systems, cultures, and historical backgrounds. Japan's assistance has to be extended with due consideration for the specificity of each developing country. In order to grasp and understand the actual needs of people in developing countries and to tackle them in a prompt manner, JICA will reinforce its overseas offices and improve the systems in extending its cooperation.

Second, a concept of human security is to be incorporated in JICA's cooperation programs. Today, not even the strongest states can fully meet the multiple security needs of people living within their borders. Poverty, conflicts, environmental degradation, and proliferation of HIV/AIDS and other infectious diseases are some of the examples of cross-border security threats confronting us. Human security is a concept to protect people's vital freedoms from critical and pervasive threats, and it proposes an approach based upon the protection and empowerment of people. Protection refers to the norms, processes, and institutions which shield people through establishing the rule of law, accountable and transparent institutions, and democratic governance structures.



Empowerment emphasizes people as actors and participants in attaining better lives. JICA promotes a "human security" concept in its activities and supports endeavors of developing countries.

Third, JICA's programs and projects are to be implemented in a more effective and efficient manner. A result-based management will be introduced by reviewing the current work methods and organizational structure, which will contribute to improving cost-effectiveness in project management.

JICA has been making every effort to move these initiatives into concrete actions since October last year. Shifting staff to overseas offices, decentralization of decision making and establishing African Department are some of the examples of our efforts. JICA commits itself to accelerate these reforms to consolidate the basis for our future operation.

This year commemorates the 50th anniversary of Japan's Official Development Assistance (ODA). For Japan to be trusted and respected by the international community, JICA needs to continue to work for a peaceful and prosperous world, while gaining your understanding, support, and further involvement in international cooperation.

As the first annual report of the new JICA, this publication summarizes the results of JICA's operations and the nature of its activities in fiscal 2003. We hope that this report will deepen public understanding of JICA's activities.

September 2004

緒方貞子

Sadako Ogata  
President

Japan International Cooperation Agency (JICA)



**2004**  
**JICA**  
Japan International Cooperation Agency  
**Annual Report**  
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\* April 1 to September 30, 2003

\*\* October 1, 2003 to March 31, 2004

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This report covers program results and the status of activities for the Japan International Cooperation Agency (JICA) in fiscal 2003.

### Feature: ● Implementation of JICA Reforms

The Japan International Cooperation Agency (JICA) became an independent administrative institution in October 2003, ending nearly 30 years as a special public institution of the government.

Against the background of the severe conditions surrounding development assistance, official development assistance (ODA) reforms have advanced in recent years and a New ODA Charter was approved by the Cabinet in August 2003. In these situations, under the strong leadership of President Sadako Ogata, JICA has reviewed its programs and organization using a perspective of three pillars: a field-oriented approach; human security\*; and effectiveness, efficiency and speed; and has made efforts in the new reforms. This feature section, which briefly introduces concepts, implementation, and several projects as examples of JICA reforms, consists of four subsections: "Field-oriented Approach," "Human Security," "Effectiveness, Efficiency and Speed," and "Addressing Development Issues."

"Field-oriented Approach" takes in operations from project formulation to implementation and evaluation that were formerly led by the headquarters but are now led locally as much as possible in order to respond to local needs promptly. To that end, authorities of the 56 overseas offices have been expanded and the headquarters supports what the overseas offices cannot do in principle. Project implementation plans are formulated under the responsibility and authority of overseas offices. In addition, JICA has reorganized its structure and has designated 30 overseas offices as priority promotion offices to actively promote implementation of projects that are led and supervised at the local level. Specifically, projects managed by overseas offices in Laos, China, Panama, Indonesia, and Bangladesh are introduced as examples.

To implement "Human Security" we must consider assistance based on the following perspectives to be important: (1) a human-centered approach to reach needy people; (2) perceiving people as future leaders of development, and empowering them accordingly; (3) placing emphasis on the benefit of vulnerable people; (4) focusing both on "freedom from want" and "freedom from fear"; (5) comprehensive approaches; (6) approaches that realize sustainable development\*; and (7) cooperating with various actors, donors\*, and NGOs. More importantly, this human security must be based on a field-oriented approach. Projects in Senegal, Cambodia, and Nepal are introduced as examples of projects incorporating the perspective of human security.

With regard to "Effectiveness, Efficiency and Speed," reviews of systems and procedures are carried out to expedite decision-making, streamline clerical procedures, and cut operation costs and general administration costs. Furthermore, through the reformation of the organization, JICA has introduced a team

system, made a shift to a framework with an issue-specific approach, consolidated country- and region-specific approaches, and established new offices in the reform. In relation to the field-oriented approach, the evaluation system of overseas offices has been enhanced and feedback of study results has been strengthened.

The "Addressing Development Issues" subsection reports on the new installation of the Regional Department IV, Africa, as well as a strengthening of local systems, including delegation of authority to overseas offices, increasing personnel in overseas offices, and installation of regional support offices as strengthening efforts of the support system for Africa. New relationships with relatively developed countries are also reported from the aspects of cooperation for the EU members-to-be in Central and Eastern Europe and other relatively developed countries according to the development stage, South-South cooperation\* provided by relatively developed countries to other developing countries, and promotion of private activities such as trading and investment.

In addition, in relation to peacebuilding and reconstruction assistance, which has been increasingly important, assistance for Sri Lanka, Afghanistan, Africa and Iraq are outlined. Finally, with regard to human resources development and public participation, efforts are reported in identifying and developing human resources for international cooperation and new phases of public participation promotion such as the JICA Partnership Program, programs to support development education, programs to support citizen participation in international cooperation, and JICA Coordinators.

### Part I ● ODA and JICA Programs

Chapter 1, "Japan's ODA and an Overview of JICA Programs," provides a comprehensive report on ODA and JICA program results in fiscal 2003 (calendar year 2003 for ODA). This chapter is of use to people who wish to find out what ODA is or what JICA's role is, or to get an overview of ODA and JICA results. More detailed JICA results can be found in Part IV of this report or on the attached Statistical Appendix CD-ROM.

### Part II ● JICA's Regional Activities

Part II divides the countries of the world into 10 regions and describes JICA's cooperation activities for each region. It reports on the basic principles of JICA's assistance to each region, gives an overview of the regions, and summarizes the priority issues and measures in JICA programs. It also introduces representative projects in each region, allowing the reader to gain specific knowledge about JICA activities.

## Chapter 1 Asia

### 1. Southeast Asia

Southeast Asia, encompassing 10 ASEAN countries and Timor-Leste, is the most important region for Japan in terms of politics, economics, and society, and the share of aid provided by JICA to this region is the highest.

Among the 10 ASEAN countries that have accelerated the pace of integration since the economic crisis, in accordance with the ASEAN Free Trade Area (AFTA) agreement six countries such as Singapore and Thailand reduced tariffs on intra-regional trade in 2002 toward the total abolishment of tariffs in 2015. However, some countries have become or are expected to be graduate nations\*, whereas others have per capita incomes of around 300 US dollars. Diversification has advanced due to historical, cultural, and religious differences as well. Upon accessing the characteristics of each country, JICA addresses economic reform support, relief for the socially vulnerable, environmental issues, and at the same time actively promotes intra-regional cooperation using South-South cooperation with a focus on Timor-Leste and four other countries that joined the ASEAN in the 1990s.

### 2. East Asia

Since the launch of the open and reform policy in 1978, China has achieved rapid economic growth and achieved entry into the World Trade Organization (WTO) at the end of 2001. Improving the domestic economic system has thus emerged as the primary task, while economic disparities between regions have become evident and environmental degradation more serious, showing changes in aid needs. Due to Japan's own difficult economic situation, aid for China has been reviewed, and the China Economic Cooperation Plan was issued in 2001. The Plan specifies six priority areas: (1) cooperation towards resolving environmental and other global issues\*, (2) assistance for an open and reform policy, (3) promotion of mutual understanding, (4) assistance for poverty alleviation, (5) assistance for private sector activities, and (6) promotion of multilateral cooperation.

In Mongolia, the economic turmoil and difficulties caused by the system changeover has stabilized. However, since various parts of the socioeconomic infrastructure\* were seriously damaged, social services declined in terms of both quantity and quality. JICA's cooperation stresses (1) intellectual support and development of human resources for transition to a market economy, (2) upgrading economic infrastructure and conditions for the promotion of industry, (3) promotion of livestock-farming and agriculture, and (4) support for basic living environments.

### 3. Central Asia and the Caucasus

Central Asia and the Caucasus has been a strategic location on the Silk Road from time immemorial and the importance of

this region, which borders large countries such as Russia and China, as well as Middle Eastern countries such as Afghanistan, has not changed. Some countries have continued to enjoy steady economic development because of rich natural resources along the Caspian Sea, and others still maintain closed political and economic systems or have experienced civil wars. Thus, the speed and direction of development vary. However, many countries in the region that were previously under the socialist system do not yet possess the basic functions and industrial infrastructure required by an independent nation and face major issues for nation-building. Therefore, they need to abandon their old systems, establish democratic systems, and change over to market economies as well as develop human resources in support of these efforts.

JICA provides cooperation in the forms of policy advice and human resources development for the transition to a market economy and upgrading basic infrastructure, taking into consideration the stage of development in each country. Cooperation incorporating the perspective of human security is provided in the fields of education and health and medical care, and environmental pollution is addressed as well.

### 4. Southwest Asia

It has a population of approximately 1.3 billion, or one-fifth of the global population. Five hundred and sixty million people in the region, around half of the world's poor, are classified as poor. Factors such as ethnicity, religion, language, and climate contribute to social and cultural diversity as well as social instability including civil wars due to such diversity. Assistance for improving basic living conditions as measures against poverty and stable growth of the economy through upgrading infrastructure are essential in this region.

While providing assistance for basic human needs (BHN)\* in such areas as health and medical care, education, and the securing of safe water, JICA conducts a wide range of cooperation that includes agricultural and rural development, the fostering of small and medium-scale enterprises, and the establishment of socioeconomic infrastructure. Natural environmental conservation and urban environmental problems are also within the scope of JICA's balanced cooperation in line with each country's situation.

## Chapter 2 Middle East

The Middle East includes Afghanistan, Iraq, and Palestine, which has been subjected to repeated conflicts. The region has a great impact on global economy, peace, and stability. JICA extends support to facilitate a smooth transition from post-conflict reconstruction to development support to countries afflicted with conflicts. At the same time, JICA actively provides cooperation in various fields highly in need of development, in particular, the management of water resources, environmental conservation, the promotion of industry, and human resources development.

From the standpoint of supporting the Middle East peace process, which is the region's most critical issue, JICA is providing technical cooperation for Palestine by conducting training courses in the fields of vocational training and enhancement in legislative, judicial, and administrative capacities.

For Afghanistan, which is undergoing post-conflict reconstruction, JICA has implemented projects in various fields of education promotion, recovery of medical services, empowerment\* of women, and reintegration into society of demobilized soldiers. For Iraq where public security has not been improved adequately, JICA provides cooperation in collaboration with neighboring Arabian countries while examining support measures through collecting and adjusting information.

JICA extends technical cooperation for human development, grant aid, and assistance in relation to basic human needs (BHN) to countries with relatively high-income and low-income levels depending on the needs of the respective countries.

### Chapter 3 Africa

Thirty-four of the world's 49 least developed countries (LDCs)\* are in Africa and approximately 40% of the total population in the region live under the poverty line of one dollar per day. In order to stimulate world interest in African development, Japan jointly has hosted the Tokyo International Conference on African Development (TICAD) with international organizations starting in 1993. At TICAD III in 2003, Japan announced that it would contribute to African development based on the three pillars of human-centered development\*, poverty reduction through economic development, and consolidation of peace.

Meantime, African countries have worked toward political and economic integration and conflict prevention and post-conflict development as represented by the announcement of the New Partnership for Africa's Development (NEPAD) and reorganization of the African Union. Based on Japan's guidelines for aid to Africa and the Millennium Development Goals (MDGs)\*, JICA specifies poverty reduction based on human security as the ultimate goal for African development in providing support in line with the policies: (1) contribution to MDGs; (2) human security; (3) reconstruction assistance in post-conflict countries; (4) follow up of TICAD III and collaboration with NEPAD; and (5) support through the Poverty Reduction Strategy Paper (PRSP)\* and strengthening aid coordination. In providing the above-mentioned cooperation, JICA promotes intra-regional cooperation among African countries with regional bases and South-South cooperation utilizing the experience of development in Asia.

### Chapter 4 Latin America

#### 1. Central America and the Caribbean

Central America and the Caribbean are comprised of small countries that share languages, cultures, and pressing issues. The

civil war continued for more than a decade starting in the late 1970s in Central America, but peace-making proceeded in the early 1990s and all the countries of the region with the exception of Cuba now have democratically elected governments. However, the damage that was inflicted on the social and economic infrastructure of these countries is still being felt today: water supply facilities, health and medical care, and basic education are inadequate in many countries, which need assistance to solve these problems. In addition, this region is highly prone to natural disasters such as hurricanes and earthquakes, and cooperation for disaster prevention and reconstruction is also needed.

Based on this background, and taking into consideration promotion of regional cooperation, utilization of South-South cooperation, and facilitation of aid coordination and collaboration, JICA addresses the prioritized issues: (1) measures against poverty and reduction of regional disparities; (2) industrial and regional development; (3) health, hygiene, and regional medical care; (4) education; (5) measures for the environment and conservation of natural environment; (6) disaster prevention; and (7) support for democratization and public security improvement.

#### 2. South America

In South America, democratization and decentralization have advanced at the political level, while privatization and trade liberalization have been promoted as reforms at the economic level. Due to similarities in history, culture, language, and social backgrounds in the region, movements toward regional cooperation and economic integration are also prominent. However, some countries have achieved a relatively high economic standard, while others still remain at a low economic level, and each country has issues of income and regional disparities, environmental issues, and public security. As represented by the economic crisis that erupted in Brazil and Argentina and the rapid deforestation of the Amazon, political, economic, and environmental changes in the region may significantly affect the international economy and the environment on a global scale.

Aiming for harmonious and sustainable development encompassing the whole region, JICA carries out projects emphasizing the five priority issues: (1) development of an investment environment with due consideration given to the role of the private sector; (2) response to poverty issues, regional disparities, and environmental issues; (3) support for proper management of natural resources, maintaining and improving food producing capacity; (4) response to regional integration and promotion of intra-regional cooperation; and (5) active collaboration with ethnic Japanese (NIKKEI) communities.

### Chapter 5 Oceania

Oceania consists of small island countries scattered throughout the South Pacific. As those small countries depend on primary industries, their economic structure is fragile and easily upset

by weather conditions and fluctuations in international prices. Although relations between these countries and their former suzerain states are generally close, establishing societies and economies that are no longer reliant on aid is an urgent issue in order to achieve self-reliance and economic growth.

JICA places emphasis on developing human resources and building socioeconomic infrastructure as well as properly developing resources and conserving the environment to pursue sustainable development. In the area of human resources development, volunteers are dispatched in the sectors of primary and secondary education, vocational training, and health and medical care, technical training participants are actively accepted, and distance learning using information technologies (IT) is employed in providing cooperation. With respect to the development of infrastructure, technical cooperation for the maintenance and operation of those facilities is extended in association with financial assistance for the construction of facilities. Coral reef protection and waste disposal problems have been addressed in region-wide cooperation as a common issue in Oceania.

## Chapter 6 Europe

Following the collapse of the communist regime in 1989, Japan commenced cooperation with Central and Eastern Europe, three Baltic States, and Newly Independent States (NIS) from the Soviet Union in the priority fields of transition to a market economy, environmental conservation measures, and restoration of infrastructure. The Medium-term Policy that was announced in 1999 made a reference to post-conflict reconstruction for the countries in conflicts of the former Yugoslavia exemplified by the Kosovo crisis and their neighboring countries, which experienced an economic impact by accepting refugees. Even now support is called for from the perspective of maintenance and consolidation of peace.

Reforms in transition to market economies in Central and Eastern Europe started more than 10 years ago, and large disparities among the countries of the region are emerging in terms of progress in economics and social reforms. Cooperation for 10 countries that acceded to the EU in 2004 will end and a priority

shift in aid to Southeast Europe with large development issues is being considered.

## Part III Mechanism of JICA Programs

Part III provides an overview of JICA activities by examining its cooperation programs. For example, if a reader wishes to know about JICA's acceptance of technical training participants, he or she can open the relevant page and find out the details of the Acceptance of Technical Training Participants Program and its trend in fiscal 2003. Part III does not just introduce individual programs. It also allows an appreciation of the entire structure and process of JICA programs, including how projects are formed, in what forms projects are implemented, how feedback is conducted after the end of a project, and what activities are needed for each project to proceed smoothly.

## Part IV Fiscal 2003 Results

Part IV provides more details on fiscal 2003 programs, which were introduced in Chapter 2 of Part I, by sector, region, and country. Even more detailed results can be seen on the Statistical Appendix CD-ROM. In addition to a variety of statistical results, overviews of individual projects can also be seen on the CD-ROM.

## Reference Section Organization and Budget of JICA

This section includes JICA's history, organization chart, budget, financial statements, domestic offices, overseas offices, and JICA's Mid-term Objectives and Plan.

## Columns

Part I, Part II, and Part III include columns called Front Line. Front Line columns focus on topics in fiscal 2003 submitted by JICA organizations worldwide, including overseas offices and domestic centers.

### Reading the Annual Report of the Japan International Cooperation Agency

1. This annual report summarizes the activities of JICA in fiscal 2003 (April 1, 2003 to March 31, 2004).
2. The figures contained in the report are those for the fiscal year mentioned above in the case of JICA and for the calendar year 2003 (January 1, 2003 to December 31, 2003) in the case of ODA. Please note that some figures are provisional values and figures may vary according to the timing and method of calculation.
3. All sums indicated with a dollar sign (\$) refer to US dollars and are calculated at an exchange rate of 115.9 yen to the US\$ (the official Development Assistance Committee [DAC]\* rate in 2003).
4. All maps contained in the report are approximate. National boundaries that are under dispute or unclear have been entered merely for convenience. The maps for each region in Part 2 display regional areas in white, and in principle those countries where JICA activities for fiscal 2003 occurred are marked in bold type, and those countries where no activities occurred are marked in normal type.
5. Terms marked with an asterisk (\*) are explained in the glossary of Development Assistance Terminology and JICA Terminology (Reference section).

# Implementation of JICA Reforms



The Japan International Cooperation Agency (JICA) became an independent administrative institution on October 1, 2003, ending nearly 30 years as a special public institution of the government. Taking the opportunity of a new start, JICA has reviewed its programs and organization using the perspective of three pillars: namely, a field-oriented approach; human security\*; and effectiveness, efficiency and speed; and will make further reform efforts to implement more effective and efficient international cooperation.

## 1 Further Promote Field-oriented Approach

### Prompt Response to Diversifying Needs

Recognizing that a field-oriented approach is essential when it comes to responding accurately and promptly to the diversifying needs of developing countries, the Japanese government and JICA have promoted a field-oriented approach. Specifically, based on the principle that what overseas offices can do must be delegated to them, field-oriented projects were introduced in fiscal 2002. These are mainly small projects utilizing local human resources, and approximately 50 projects

of this nature have been implemented thus far.

On the other hand, some issues were mentioned, because most of their operations, from project formulation to implementation and evaluation, were taken charge of by the headquarters. It was difficult to formulate specific cooperation plans that sufficiently reflected the detailed needs in the field. Quick response to the needs in the field was difficult, and some of the work carried out by the headquarters was duplicated in overseas offices.

The Official Development Assistance Charter (New ODA Charter), which was revised in August 2003, addresses further enhancement of local functions. As exemplified by the establishment of ODA Task Forces within diplomatic missions, the government has further strengthened its overseas functions.

An ODA Task Force consists mainly of Embassy officers and staff of JICA and the Japan Bank for International Cooperation (JBIC)\*. JICA experts and staff of government-related organizations, such as the Japan External Trade Organization (JETRO) and the Japan Foundation (JF), also participate whenever necessary. As of June 2004, ODA Task Forces have been set up in 54 diplomatic missions overseas, and are mainly in charge of the following activities.

- 1) Understanding and analysis of the development trends of developing countries
- 2) Conducting policy discussions with the governments of the developing countries at the local level
- 3) Participation in the formulation and review process of country-specific plans
- 4) Collaboration with local aid communities

Under the strong leadership of Mrs. Sadako Ogata, who assumed the JICA presidency in October 2003 at the same time as the re-launch of JICA as an independent administrative institution, JICA has accelerated the process of fulfilling the field-oriented approach.

The field-oriented approach under the former JICA system was, as mentioned earlier, based on the principle that what overseas offices can do must be delegated to them. However, in the reform, the nature of the field-oriented approach was thoroughly reviewed based on a new principle that the headquarters supports what the overseas offices cannot do. As a result, JICA has clarified its policy to promote the field-oriented approach by transferring responsibility and authority in the project formulation, implementation, and evaluation to overseas offices, with the aim of strengthening two functions.



One of these functions is project formulation utilizing field staff. Specifically, JICA overseas offices, in collaboration with ODA Task Forces set up within diplomatic missions, take initiatives in the project formulation, speeding up proper project formulation in line with the deliberations of the Task Forces.

The other function is effective and prompt implementation management of projects that have been approved by the government. Specifically, drawing up the project implementation plans under the responsibility and authority of overseas offices enables these projects to reflect the detailed needs in the field. Moreover, project monitoring under the responsibility and authority of the overseas offices and decisions on the details and the timing of input\* of human resources such as experts dispatched at their discretion allow for project management that responds properly and promptly to the local needs. (Figure a)

Table b summarizes the changes from the present system at each stage, from project formulation to implementation and evaluation. JICA aims to implement effective cooperation promptly by delegating responsibility and authority so that staff near the project sites are able to take initiatives in making decisions and getting involved at each stage of project formulation and management.

### Organizational Restructure and Delegation of Authority in Line with Field-oriented Approach

JICA has JICA/JOCV offices and JOCV offices in about 30 countries in addition to 56 overseas offices. However, due to the limited number of staff members and the size of the budgets available, JICA has decided to delegate authority to 30 overseas offices that have been designated as priority promotion offices.

Human resources such as JICA staff and local staff will be increased in these offices so that the field-oriented approach can be carried out smoothly, and at the same time, an office director will be empowered to hire local staff at his discretion. JICA places priority on the development of an IT environment in the office to promote smooth information-sharing that takes advantage of timely technical support from the headquarters. The development of an IT environment will not only allow overseas offices to take the initiative in the selection of consultants and experts, but will also allow for TV conferences, which will obviate the dispatch of study teams and thus lead to more efficient operations.

As far as priority promotion offices are concerned, eight offices (Indonesia, the Philippines, Viet Nam, Cambodia, China, Bangladesh, Kenya and Senegal) have been selected as pilot offices. Responsibility and authority in project formula-

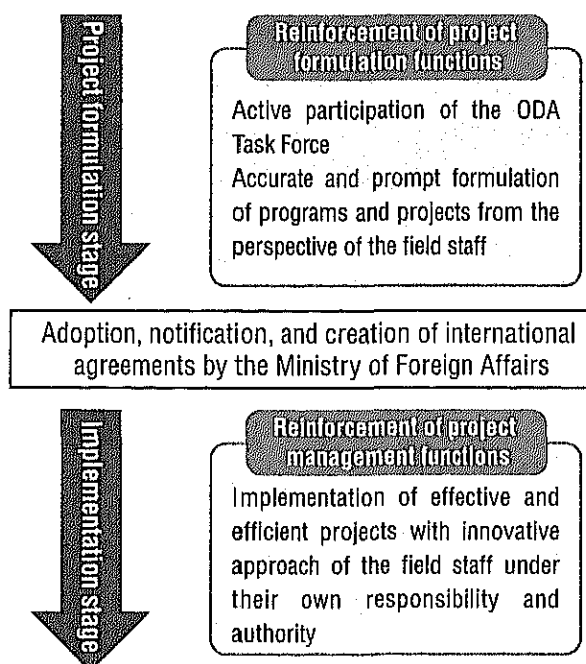
tion and implementation have been delegated step-by-step in fiscal 2004, and will be followed by a step-by-step delegation of responsibility and authority with respect to project formulation and implementation to the rest of the priority promotion offices starting in fiscal 2005.

Functions of the offices other than priority promotion offices mentioned above will be reinforced through regional support offices. A regional support office is an office that has been established to provide sideline assistance to neighboring countries and areas, and it will provide support, such as assistance for the promotion of common tasks in the region, assistance for project formulation, accounting, and procurement. This will not be carried out in the form of the establishment of a new office, but rather by adding regional assistance functions to the existing overseas offices (Kenya, Senegal, Mexico, Thailand, South Africa, and Fiji have been selected). Thus, in offices other than priority promotion offices, enforcement focusing on the function of project formulation will be carried out with sideline assistance from regional support offices and/or the headquarters.

Activities of regional support offices are scheduled to commence on an experimental basis in fiscal 2004. Then the system will be gradually developed with an increase in staff, leading to full-fledged operation in fiscal 2005 (Figure c).

In order to secure human resources for organizational restructuring based on the field-oriented approach described above, 200 more members, including JICA staff and professionals such as senior advisors\*, will additionally be allocated to overseas offices by the end of fiscal 2006. As the first step

Figure a Aims of JICA's Field-oriented Approach



toward the reformation, about 130 members will be transferred to overseas offices in fiscal 2004.

## Promotion of Projects Managed by Overseas Offices

Projects, whose formulation, implementation (selection of personnel, contracts, procurement of equipment), and evaluation are carried out under the responsibility and authority of overseas offices, are projects managed by overseas offices.

About 50 projects led by locality (overseas offices) that have been implemented since fiscal 2003 are all relatively small in scale, and transferable tasks of the headquarters have been delegated to overseas offices utilizing local human resources and know-how. Overseas management projects are the ones carried out in such a form that the headquarters provides the overseas office with assistance for the tasks that the overseas office is unable to perform. Thus, it includes large-scale projects such as development studies and technical cooperation projects.

Overseas management projects will be launched on a trial basis at some offices in October 2004, and carried out on a full-scale basis in fiscal 2005. Some of the ongoing locally led

projects are listed below.

### 1. Flexible Response by Local Initiative —Laos

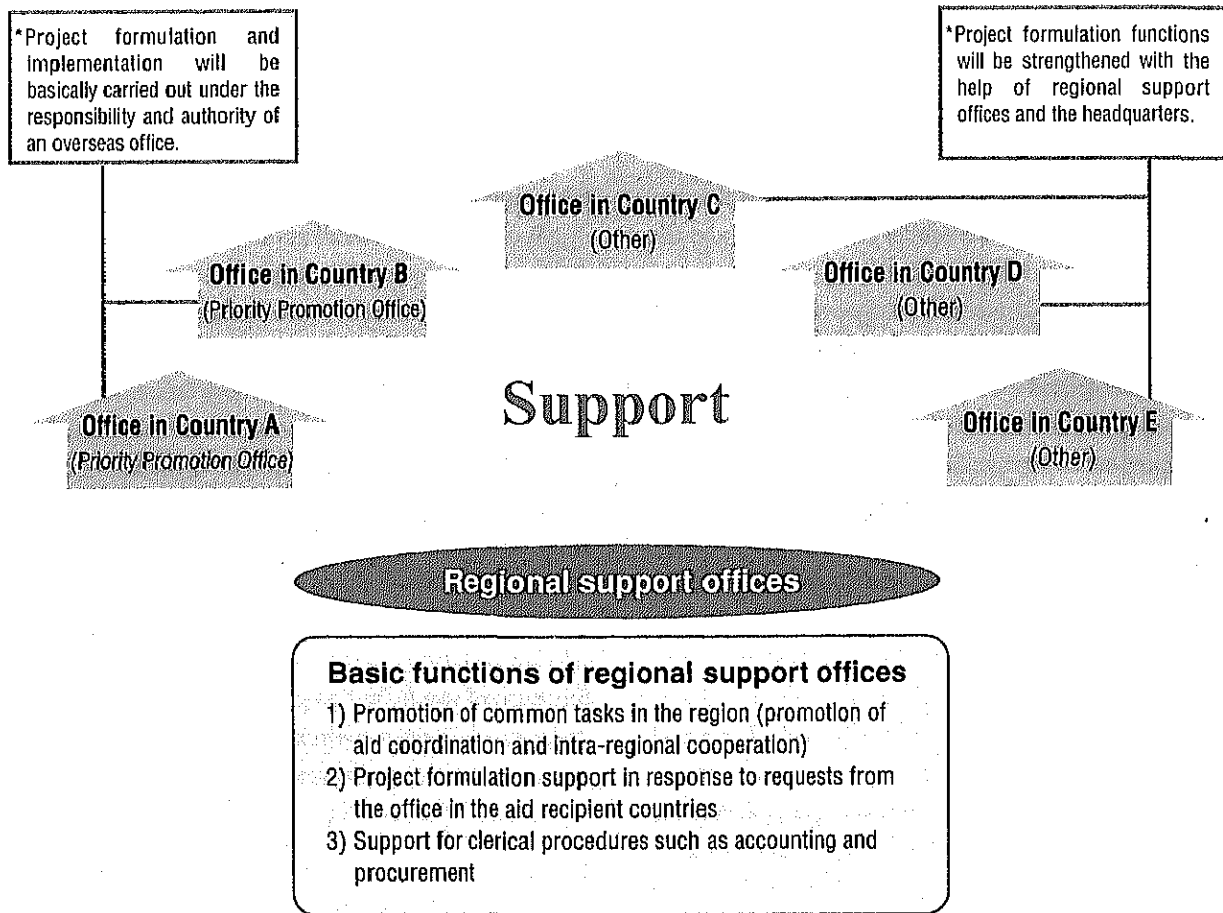
The first water conservation campaign in Laos was carried out in March 2004. JICA cooperated in this campaign as part of the Capacity Development of Water Supply System (September 2003 - August 2006).

Cooperation for the water conservation campaign was not originally included in the plan. A development study, Vientiane Water Supply Development Project (March 2003-January 2004), revealed that water consumption per head in this area was two to four times more than it was in Hanoi or Phnom Penh. One of the causes of water shortage in the city was lack of public awareness of the importance of water. With the aim of supplying safe drinking water to 80% of the population in urban areas by 2020, Laos has been making efforts in the extension and reinforcement of water supply and human resources development. The study made it clear that cooperation for water conservation was also essential. By utilizing the merit of locally led projects, JICA has decided to extend cooperation for the water conservation campaign in the human resources development project.

**Table b** Changes through Reforms

	Present	Future
<b>Project Formulation</b>	Some projects are formulated under local Initiative with the help of local consultants. However, the majority relies on surveys of study teams dispatched by the headquarters.	In cooperation with ODA Task Forces set up within diplomatic missions, overseas offices take the initiative in project formulation. This will enable the formulation of appropriate projects more promptly. In addition to expanding project formulation utilizing local consultants, a system will be introduced so that overseas offices can take the initiative in procuring Japanese staff when necessary.
<b>Project Plan</b>	Most of the projects are managed by the headquarters. Project plans of individual projects are formulated, decided on, and approved by the headquarters.	Projects are basically managed by the overseas offices (all project plans are formulated by the office, in principle). This will enable the project plans to reflect the local needs more appropriately.
<b>Project Implementation</b>	Except for those led by some overseas offices, projects are supervised by the management department of the headquarters. Changes in projects are subject to approval by the headquarters.	Implementation of the overall project commissioned to the overseas office is supervised by the overseas office. Changes in projects of a certain scale can be made at the discretion of the head of the overseas office, which will enable them to respond to changes in local needs more promptly and appropriately.
<b>Project Evaluation</b>	Relies heavily on the study team consisting mainly of national committees and external experts dispatched from Japan	Implementation of evaluation by the overseas offices and the local personnel will be strengthened, thus enabling the overseas offices to take the initiative in project evaluation. With this, it will be possible to appropriately reflect the results of the project evaluations and discussions upon future project formulation and new project planning.
<b>Budget Control</b>	Budget control requires approval of the headquarters and thus mobility and flexibility are not sufficient.	Through the expansion of the power over budget control of the office director, it will be possible to implement projects that respond promptly and appropriately to local needs.
<b>Local Staff Management</b>	Headquarters assesses the number and details of recruitment.	Certain frameworks (upper limit of the cost) will be presented. Employment of staff (number, job title, type of employment) can be decided at the discretion of the head of the overseas office within the stated limit.

**Figure c** Basic Functions of Regional Support Offices

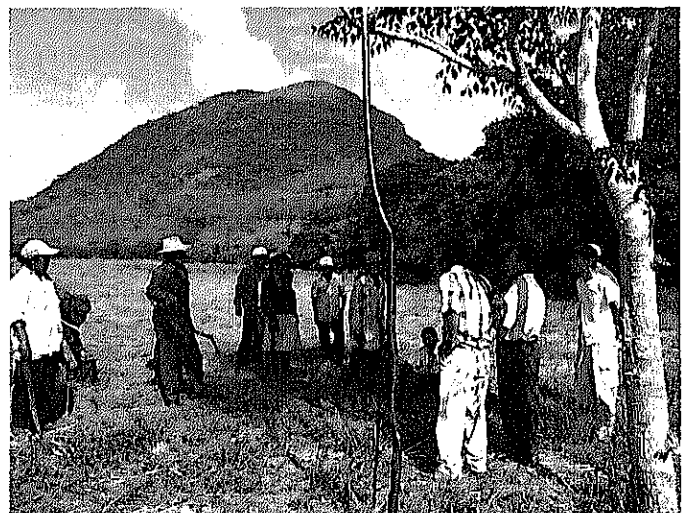


## 2. Development Study by Local Initiative as Well—China

The Study on the Sustainable Utilization of Underground Water in Turpan Basin in Xinjiang started in China in April 2004. This is the first locally led development study. It was first proposed by the JICA China Office, and the office actively took part in the selection of consultants in Japan through JICA-Net\*. The office has been involved in other overseas management projects: two development studies and one technical cooperation project (Plan for Training Center of Forest Ecology).

Locally led project formulation and implementation require the staff to be able to analyze the information, knowledge, and issues of which they are in charge. To that end, the China office has been working on the development of the system since August 2000. It allocated staff according to individual issues in April 2001, organized basic information according to individual issues in October 2002, and compiled cooperation policies in April 2003. It has also implemented an overseas basic study to collect information on issues, and to formulate program and projects since October 2001. Each responsible staff member has been working on an overseas

basic study or field study since fiscal 2003. It is expected that this local initiative will help projects get launched faster and implement cooperation of high quality that corresponds to the local situations.



An interview survey from farmers in the Sustainable Agricultural Training and Extension Project in Rural Areas, Panama

### 3. Local Staff Responsible for a Project—Panama

The JICA Panama Office has been working on systematic reform for over a year so that local staff can assume direct responsibility for projects. For example, the locally led Project for the Sustainable Agricultural Training and Extension Project in Rural Areas (January 2004 - January 2007) has been undertaken by two personnel, a local staff member and a Japanese project formulation advisor\*. These two responsible persons visit the project site quite often and manage the project in direct consultation with related persons.

Panama has many mountains and the proportion of small-scale farmers is high. Therefore, the aim of this project is to improve technical dissemination efforts applicable to farmers in impoverished areas. The office has realized that technologies accumulated and improved by experts and wisdom in the field are both necessary in order to facilitate technology transfer\* from farmer to farmer. This was the basis of the decision to launch the project by local initiative. The two personnel in charge take a long trip to the intermediate and mountainous areas about 250km southwest of the capital of Panama, and earnestly listen to farmers. It has been pointed out that a locally led project saves time and allows appropriate response at the right time to promptly respond to local needs.

### 4. Activities Led by Local Staff—Indonesia

The JICA Indonesia Office has divided the department by projects into four groups, and assigned a local female staff member to lead one of the groups. She is the assistant general officer (team leader) of the third group, which is in charge of community development, projects in cooperation with NGOs,

training in Japan and third-country training\*, and a Poverty Reduction Strategy Paper (PRSP)\*. The group includes four local staff members and one Japanese project formulation advisor in charge of PRSP. The position of team leader for group one and group two is assumed by the deputy director of the office, and she stands in an equivalent position.

She says, "I think it is not sufficient to have a system where only Japanese staff assume responsibilities in order to meet the expectations of the Indonesian people. Equipment that is never used may be provided and unsustainable projects might be carried out due to misunderstanding, mismatch of aid and needs, and lack of ownership\*. The role of local staff is important, especially in a country like Indonesia, which is in political, economic, and cultural transition."

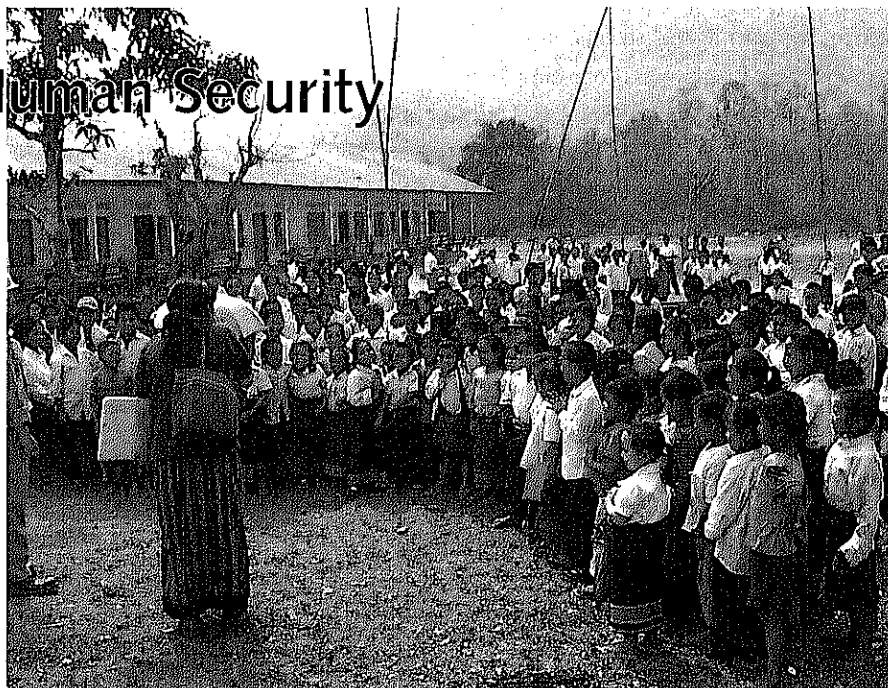
### 5. Establishment of Task Force in the Field—Bangladesh

With the aim of strengthening local roles in the process of policy decision-making, ODA Task Forces were set up throughout the world in 2003. The effort in Bangladesh is the model for such task forces. The Bangladesh Model launched in 2001 is a cooperative system that spans the organization. Repeated discussions among the Embassy, JICA, and JBIC took place in Bangladesh to select the five highest priority sectors and five priority sectors, and aid in the form of human resources and funds were input intensively into these sectors. Working groups were formed by sector to formulate Sector Programs\*, participate in donor meetings, hold study meetings, and transmit and share information.



An NGO works on measures to prevent arsenic contamination in Bangladesh, which has become the model of ODA Task Forces (photo: Asia Arsenic Network)

## 2 • Efforts for Human Security



Hygiene education in the Project for Strengthening Health Services for Children in Laos

The final report of the Commission on Human Security\* (*Human Security Now*, Asahi Shimbun), co-chaired by Mrs. Sadako Ogata and Professor Amartya Sen, the Master of Trinity College, Cambridge, defines human security as protecting the vital core of all human lives in ways that enhance human freedom and human fulfillment. As stated in the policy speech of then Prime Minister Keizo Obuchi at the first Intellectual Dialogue on Building Asia's Tomorrow in December 1998, the government of Japan regards human security as a concept that comprehensively addresses various threats to human survival, livelihood, and dignity, and which stresses the need to respond to such threats. Japan's Official Development Assistance Charter (New ODA Charter), adopted at a Cabinet meeting in August 2003, refers to the implementation of ODA from the perspective of human security as follows:

"In order to address direct threats to individuals, such as conflicts, disasters, and infectious diseases, it is important not only to consider the global, regional, and national perspectives, but also to consider the perspective of human security, which focuses on individuals. Accordingly, Japan will implement ODA that strengthens the capacity of local communities through human resources development. To ensure that human dignity is maintained at all stages, from the conflict stage to the reconstruction and development stages, Japan will extend assistance for the protection and empowerment\* of individuals."

Mrs. Sadako Ogata states that human security will not be fully achieved until two approaches are combined: one is, the governmental and administrative approach, and the other is, the perspective of how a community is empowered to build a system where people can support the government from the bottom (Japan National Press Club, March 22, 2004).

### Three Pillars of JICA Reforms

In March 2004, JICA announced the New JICA reform plan, which introduces the perspective of human security, a field-oriented approach, and effectiveness, efficiency and speed, as the three pillars of the reforms. With this plan, we have reviewed our operations in the past in order to examine specific methods for putting the concept of human security into practice, while carrying out repeated discussions with the government of Japan, other development aid organizations, NGOs, and researchers. As a result, we now consider assistance based on the following perspectives to be important.

- 1) Human-centered approach to reach needy people
- 2) Perceiving people not only as recipients of assistance but also as future leaders of development, and empowering them accordingly
- 3) Placing emphasis on the benefit of vulnerable people who are at risk of survival, livelihood and dignity
- 4) Focusing both on "freedom from want" and "freedom from fear" (including post-conflict emergency humanitarian aid)



and efforts to narrow the gap that is likely to be generated as a consequence)

- 5) Comprehensive and inter-sectoral approaches to analyze and resolve threats directed to people
- 6) Approaching both government (central and local) and local communities/people to realize sustainable development\* for developing countries
- 7) Cooperating with various actors, donors\*, and NGOs in developing countries for higher impact of assistance

The points described above have long been discussed as being components of the ideal state of cooperation, and some have been put into practice. However, the implications of the implementation of human security that we must address now can be described as follows.

First, in the light of the history of ODA, which has spanned nearly half a century, it is now necessary to read-dress human-centered aid. ODA and other development aid have gone through various innovations and improvements in order to better respond to the diversifying and evolving needs of developing countries. In the process, the knowledge required for project implementation has become more specialized and role of each program modality becomes more distinct. Now, it is necessary to place the issues that people face at the center of development in order to grasp the entire social structure in which these issues are embedded and to make a comprehensive effort for their solution.

Second, it has become increasingly necessary to make comprehensive efforts in development and peacebuilding, especially in light of the collapse of the cold-war structure. Many people in the impoverished developing world are subject to direct or indirect impact from the devastation caused by armed conflicts, with their life, livelihood, and dignity at stake. It is therefore necessary to provide assistance that takes into consideration these circumstances and a perspective of peace.

Third, it is understood that there is a need to strengthen this approach toward countries and regions that suffer under more severe conditions. People used to argue that these countries and regions lacked the ability to absorb aid, making it difficult to implement aid effectively. However, a common awareness is emerging that peace and development within the entire international community will not be attained unless the problems experienced by the countries and regions who suffer the most are improved.

### Important Compatibility with Field-oriented Approach

Human security is an extremely important concept in the sense that it helps define the direction of overall JICA projects in the future, while at the same time summarizing these various points for discussion. However, the introduction of this

concept will not bring about a uniform change in JICA projects. The most important factor in the process of JICA's implementation of this concept is that the implementation must be based on a field-oriented approach. We believe that reflecting the perspective of human security on the implementation of projects requires detailed responses to various situations in individual countries and regions. In other words, the field-oriented approach and human security are inseparable as pillars of the New JICA reforms.

For example, in terms of a practical approach, assistance for a country on the path toward economic growth under relatively stable political and social conditions is different from that for a country that is striving to recover from the devastation of conflict. For the former, it is necessary to implement a development approach and assistance that induces stable and balanced growth and benefits the poverty group. For the latter, it is necessary to focus on the people whose life, livelihood, and dignity are threatened. Emergency measures to protect such people are required, with consideration given to preventing a recurrence of conflict and consolidating peace as well as development. At the same time, it is also necessary to provide assistance for human resources development and the establishment of systems that will lead to sustainable development from a medium- and long-term perspective.

Assistance for a country with a functioning government is different than that for a country without one. For the former, assistance should be provided mainly through the government of a partner country. For the latter, it is necessary to promote multi-layered assistance so that it will be directly beneficial to people in a relatively vulnerable position, together with assistance for capacity-building\* of the government, which is by nature supposed to protect such people.

Thus, JICA will examine future programs from the perspective of human security based on a field-oriented approach, and implement assistance that reaches the people in developing countries without fail.

### Integrating the Perspective of Human Security

JICA needs to continue examining methods for integrating the perspective of human security in its programs. The following on-going activities may demonstrate foresight in this regard.

#### 1. The Marine Production Center in Kayar and Fishery Administration Advisor in Senegal

Senegal is located on the west coast of Africa. Kayar, a fishing port town located 60km north of the capital of Dakar, is always bustling with working women. They are mainly

engaged in smoking, drying, and storing fish. They also mince fish with manually operated machines and sell them. Although women are a major part of the workforce in the marine products industry in Senegal, credit cooperatives and financial service associations are almost exclusively available to men. Accordingly, women do not have access to a sizable amount of credit and thus cannot secure fish on a regular basis.

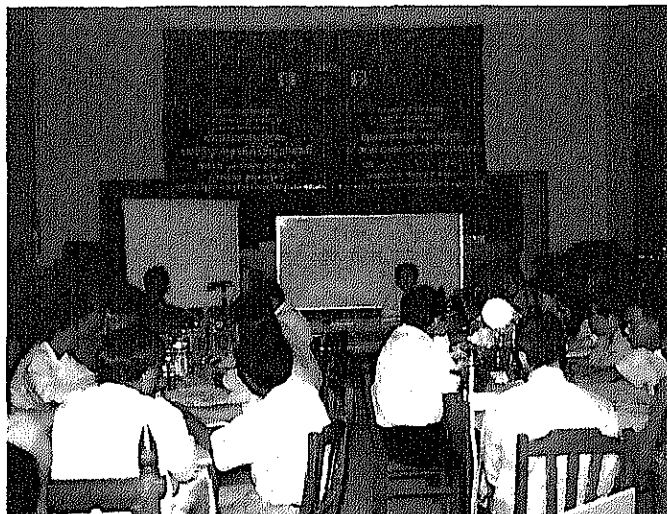
The fish landing facility and marine product processing factory have been improved with grant aid, and training for management and control of the Marine Production Center was begun by a technical cooperation expert in 2001. Previously, women had to rely on the old-fashioned method of smoking fish over piles of branches on the beach, but now they are improving their marine product processing skills. Owing to the tireless efforts of the technical cooperation expert in providing instruction and practical demonstrations, the women themselves introduced improved smokers and started using a sanitary method that frees them from hard labor. Preserving fish better and making better shapes has increased their income. Furthermore, one group of women formed a union and started a micro-credit system. A woman in this group says, "Now that non-collateral and low-interest loans are available, we can reflect our plans on ways of spending our money." Another says, "My income goes into savings or is spent on expanding my business. It also covers medical expenses for my family or education for my children." There is a change in their attitudes as well. Their new management methods include drying tables for sardines, the improved smokers, and storage of dried fish, and they now pay more attention to hygiene and sanitation.

Whilst it is undoubtedly important to generate cash income for rural residents, assistance in transmitting goods has only a temporary effect. Empowering people by generating the strength to improve their own lives without relying on aid will lead to long-term development. Envisioning these women becoming leaders in marine product development, JICA will continue its commitment to people's empowerment toward self-reliance.

## 2. Support for Building Legal Systems in Cambodia

Cambodia suffered political upheavals and conflicts that started in the 1970s and lasted for 20 years. As a result of the general election held under the United Nations Transitional Authority in Cambodia (UNTAC) in 1993, the Parliament was established. However, there were few human resources capable of drawing up laws, and there were no basic civil or criminal laws. Corruption was endemic in the courts, and judges passed rulings based on their own limited experience and knowledge, making it impossible to conduct fair trials.

In response, JICA launched country-focused training



Workshop to disseminate drafts of the codes of civil procedures drawn up through assistance for legal systems in Cambodia

courses in the area of judiciary and legislation in Cambodia in 1996, and dispatched short-term experts to look into the conditions of the judicial and legislative systems in 1997. In 1999, a technical cooperation project to support the building of a legal system commenced, and assistance for drafting legislation has been provided through the dispatch of technical cooperation experts and training of counterparts\* in Japan. Discussions have continued to develop a legal system suitable for the market economy of Cambodia, and, consequently, about 1,300 articles of the Civil Law and more than 570 articles of the Codes of Civil Procedures have been drawn up so far. Also, with the help of the Japan Federation of Bar Associations, JICA leads the effort in organizational reinforcement of the Cambodian bar associations and human resources development.

Since it is necessary to make the new laws consistent with the existing laws and negotiate the fine points with the relevant authorities, it will probably take a considerable amount of time before the laws are enacted. JICA will provide support for the legislation, and at the same time develop educational campaigns to disseminate the new civil laws and codes of civil procedures to the people of Cambodia.

Building institutions in the governmental system is vital to protect the people's livelihood in a sustainable manner. Institutions will gain the understanding of the people and pervade every aspect of their lives only when assistance at the regional and individual level is carried out, coupled with assistance for the government.

A reliable legal system provides a psychological and physical backbone to society so that people can live without fear. JICA continues to make efforts toward the earliest possible legislation and realization of fair judicial systems to protect the lives of Cambodia's citizens.

### 3. Community Development and Forest/Watershed Conservation Project in Nepal

In the mountainous area of Nepal, one of the most impoverished countries in the world, trees have been excessively harvested for fuel and fodder, thus causing a deterioration of the environment. Poverty in rural areas is behind it. More significantly, the inefficient use of forest resources results in a decrease in yield in terms of both quality and quantity, generating a vicious circle where the burden of labor to maintain life and impoverishment are aggravated.

Environmental conservation cooperation provided by other developed countries has had little effect on the situation. If community development is not carried out at the initiative of residents, sustainable management and control of natural resources are not possible. The Community Development and Forest/Watershed Conservation Project in Nepal was launched to foster the initiative of the residents. Development issues were discussed among the residents, and JICA supported development efforts that the residents required.

In the first phase (July 1994 - July 1999), community development activities with community participation were carried out over a period of five years. During this period, technical cooperation experts and Japan Overseas Cooperation Volunteers (JOCVs) were dispatched from Japan, and in cooperation with local NGOs and officers of the Soil Conservation Agency, a wide range of activities were carried out, including not only forestation, but also improvement of footpaths, cultivation of cash crops, and the building of drinking water tanks. The second phase (July 1999 - July 2004)

forged a fair and sustainable community-based resource management model through formulating, implementing, and evaluating projects based on the community resource management plan designed by the local residents themselves.

In implementing this project, the roles and needs of the people at the bottom stratum of the community who are most likely left behind in the development process, as well as women who are primarily engaged in collecting firewood in the forest, were all taken into consideration. A special program called the Power Program was conducted for people in the bottom social stratum and women. The participation of women in the conservation committee of the rural community was made compulsory. These efforts were made to reflect women's opinion on regional development.

Forest conservation projects that ignore local people, whether they are men or women, are not always successful. Even if forest exploitation is prohibited for a fixed period of time in order to plant trees, local people may still spend more time collecting firewood and feed wood. In order to promote the participation of residents, it is necessary to create an environment where they can actively take part. In addition, unless life in the whole regional community is improved, adequate results can not be obtained. This project worked both on the government level and the regional and individual level by combining various sectors (forest conservation, small-scale infrastructure\* development and cultivation of cash crops, etc.) with a focus on the benefits to the socially vulnerable for the purpose of contributing to sustainable development in the region.



Repair work on a footpath in the Community Development and Forest/Watershed Conservation Project in Nepal