

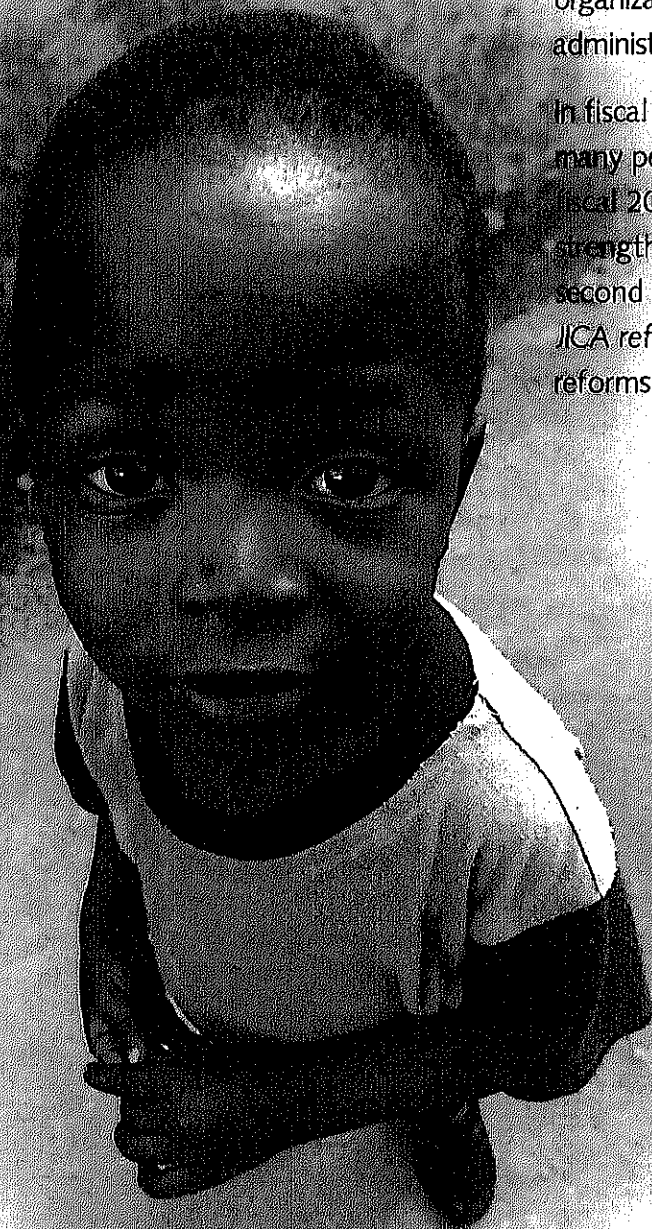
JICA Reforms Phase 2

~Evolving International Cooperation~

Field based management, human security, and effectiveness, efficiency and speed.

These are the three pillars under which the Japan International Cooperation Agency (JICA) has pushed forward reforms with respect to the nature of projects and organizations since its re-launch as an independent administrative institution in October 2003.

In fiscal 2004, JICA enhanced overseas fields by shifting many personnel there as the first phase of the reforms. In fiscal 2005, the second year of the reforms, we will strengthen the domestic implementation system as the second phase. This feature reports on the second phase of JICA reform plans in detail by following the progress of its reforms.



1 Practicing Field Based Management



2 Progress in Human Security



3 Reform of Domestic Operations to Promote Field Based Management

1 Practicing Field Based Management

Prompt Response to Local Needs ~ The Great Sumatra Earthquake and Indian Ocean Tsunami Disaster ~

Emergency Relief..... Dispatch of the Japan Disaster Relief Team on the Largest-ever Scale

The Great Sumatra Earthquake and Indian Ocean Tsunami Disaster, which occurred on December 26, 2004, claimed the lives of more than 170,000 people (as of March 30, 2005). The Japan Disaster Relief (JDR) team that was dispatched from Japan to the disaster area was the largest scale relief operation in its history.

The conditions of victims depend on the type of the disaster. In this case, infectious diseases caused by poor sanitation was feared, as well as traumatic injuries directly caused by the tsunami. Furthermore, damage from the tsunami was so extensive that local hospitals were assumed to be paralyzed, and thus it was determined that early dispatch of medical teams was necessary.

Besides the Japanese Self-Defense Forces, 13 JDR teams consisting of 248 members were sent to four countries. Approximately 6,700 patients were treated by the medical teams. The Sri Lanka medical team departed Japan on December 27, the Thailand rescue team and the Maldives medical teams on December 29, and the Thailand

and Indonesia medical teams on December 30. Most of the first round of teams were dispatched within four days of the disaster. The Sri Lanka medical team, in particular, departed Narita Airport 23 hours after the tsunami hit the Sri Lanka coast, becoming the first foreign relief team to arrive at Colombo Airport.

Moreover, for two or three days following the disaster, in parallel with the dispatch of relief teams, emergency relief supplies such as tents and blankets were sequentially air-transported to Indonesia, Sri Lanka, Maldives, and Thailand from JICA's warehouse in Singapore. Japanese Embassy staff and JICA staff were waiting at the airports to receive the supplies and worked to have these items distributed to the affected areas without delay.

JICA Offices Responding to Local Needs

The high quality of the emergency relief during this disaster was not confined to the speed of the dispatch of teams. JICA offices in Indonesia, Sri Lanka, Thailand, and Maldives, which know their respective areas well, performed outstandingly. In preparation for the team's arrival, the JICA Sri Lanka Office



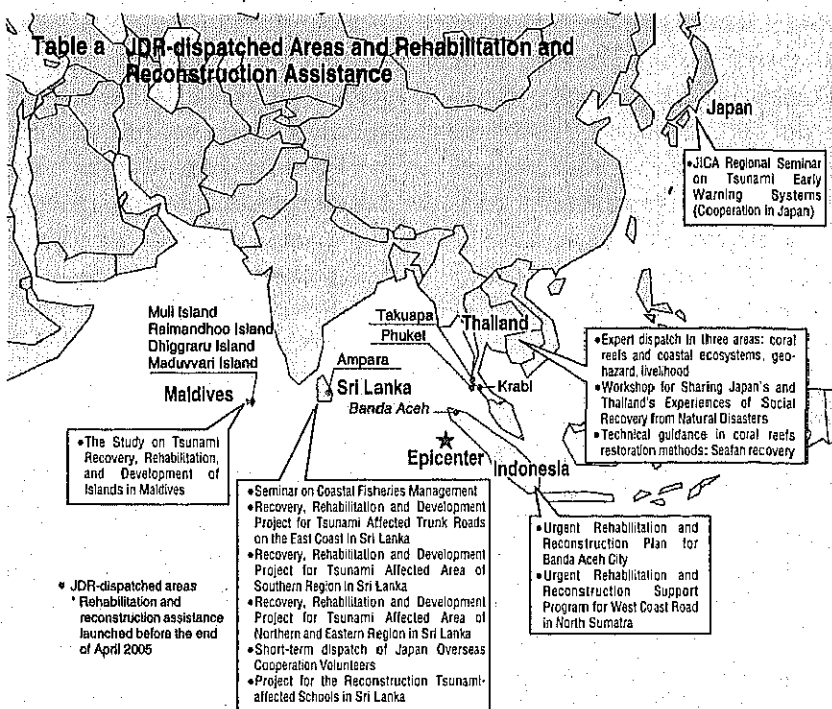
Rescue team searching for survivors under the rubble (Thailand)

worked intensely to collect information to help select the sites for the relief activities. In Thailand, a temporary office was set up in disaster-stricken Phuket to comprehensively support the activities of various relief teams, such as rescue teams, helicopter teams, medical teams, forensic experts' teams, and search specialists' teams. In Indonesia, in response to the need for adequate safety measures** in the affected areas, the JICA office provided total support by sending JICA staff to each team to counter security concerns.

On the scene of relief activities, Japan Overseas Cooperation Volunteers (JOCVs) who know the areas well supported each team by working as interpreters in the local language in Thailand. In Indonesia, ex-participants** secured houses and vehicles within the devastated town for the use of the relief teams. For the medical team in Aceh, an ex-participant volunteered to interpret in the Aceh language. He devoted himself to support the team's medical activities despite the fact that his relatives were affected by the disaster and had to face the suffering of his native people more directly since he understood the language.

The medical activities of the relief team were not completed in two weeks of the emergency period. Aceh Province in Indonesia was the most devastated area and the medical unit of the Japanese Self-Defense Forces stayed there more than one month following the third dispatch of a medical team, providing dedicated medical services.

Furthermore, what has to be noted about



the medical activities is that a team was dispatched to conduct a survey of the outbreak of infectious diseases and psychological stress, which affect the people in the aftermath, one month after the disaster. This survey was conducted by the JDR team as part of their activities. The results of the survey were passed on to JICA's rehabilitation and reconstruction assistance, leading to projects in the affected areas and the acceptance of training participants in Japan.

*1 Adequate safety measures: since around 1998, there have been repeated conflicts between the Free Aceh Movement (GAM), which is seeking for independence from Indonesia, and Indonesia's government troops and police security forces.

*2 Ex-participants: those who have participated in JICA's training in Japan

Rehabilitation and Reconstruction Assistance

On January 25, 2005, while relief activities of the JDR team were still underway in some countries, JICA dispatched a project formulation study team to Indonesia, Sri Lanka, Maldives, and Thailand to conduct a needs study on rehabilitation and reconstruction assistance and identify projects that needed immediate response.

Indonesia

In the most devastated country, Indonesia, the JDR team, which consisted of medical teams and Self-Defense Forces, conducted medical, transportation, and disease prevention activities. However, even after the most critical time had passed, the disaster left deep scars and continuous support was necessary in the areas of roads and bridges, water and sewage, education, medical care, and community reconstruction. In particular, the damage in Banda Aceh City of Aceh Province was so catastrophic that nearly half of the city was gone. Many city officers lost their lives and it was difficult to formulate reha-



Building a fishing boat in cooperation with a local NGO that conducts community reconstruction activities (Banda Aceh)
Photo by Katsumi Yoshida

bilitation and reconstruction plans.

Under these circumstances, JICA discussed measures for reconstruction assistance with concerned parties of the Indonesian government and Banda Aceh City in Aceh Province which was showing some signs of recovery, and decided to carry out an emergency development study^{*3}. Not limited to the formulation of reconstruction plans, aid activities, for example, aid for the resumption of fishery and anti-trauma measures, were implemented in cooperation with local NGOs, which directly support the community (residents), and destroyed human-waste treatment plants was repaired to prevent infectious diseases caused by poor sanitary conditions. These efforts were a combination of study and on-hand activities. JICA will provide support for the restoration of cadaster necessary for urban rehabilitation plans, PTSD (Post Traumatic Stress Disorder) training, and JICA's other projects that are underway in Indonesia.

The Aceh Field Office^{*4} was set up in cooperation between the JICA Indonesia Office and the Japanese Embassy in Indonesia to collect and coordinate information on local needs.

Sri Lanka

Sri Lanka had emphasized balanced development among regions and races^{*5} toward the consolidation of peace before the tsunami disaster occurred. From this perspective, support for the reconstruction from the tsunami disaster is provided to all the affected areas, including the region controlled by the LTTE (Liberation Tigers of Tamil Eelam), in the form of non-project grant aid^{*6} and rehabilitation and reconstruction assistance in collaboration with the Japan Bank for International Cooperation (JBIC). Based on the results of the project formulation study conducted in January, various activities are underway through the emergency development study; for example, formulation of regional rehabilitation and reconstruction plans for the tsunami-affected areas, support for the community organizations, support for the independence of fishermen, and reconstruction support for the urban area. In addition, in order to alleviate stress, tension, fear, and fatigue of the affected people, JICA dispatched 19 former JOCVs with experience working in Sri



Smiles return to the faces of the people who participated in the craft class planned by a JOCV (Sri Lanka)

Lanka on a short-term basis. The JOCVs patrolled the affected areas including evacuation shelters in groups and offered recreation and counseling activities (see p. 48). A study to plan reconstruction of 14 damaged primary and secondary schools was also conducted.

Moreover, an agreement was made between the government of Sri Lanka and the LTTE to set up mechanisms for coordinating relief operations for the tsunami damage, and thus an unprecedented disaster might promote the peace process.

Maldives

The impact of the tsunami was minimized on Male Island, where the capital is located, thanks to breakwaters constructed with Japanese grant aid in the past. However, public infrastructure such as ports, schools and medical care facilities on more than 25% of the inhabited islands was damaged and many fishing boats were destroyed. While the government of Japan has provided non-project grant aid, JICA has conducted an emergency development study to support the formulation of short-term rehabilitation plans and mid-term reconstruction and development plans as well as demonstration projects based on community participation with the aim of creating job opportunities for residents, providing disaster prevention education, and recording tsunami disasters.

Thailand

The government of Thailand announced a policy of rehabilitation and reconstruction with self-help efforts, and established a committee to examine measures for the reconstruction of the environment and living conditions in cooperation with donors. JICA sent experts to the taskforce under the committee to understand the situation and collect information in preparation for the formulation of cooperation plans. JICA then co-hosted a workshop with

Chulalongkorn University to give a forum for sharing Japan's experience in disaster rehabilitation, including the Great Hanshin-Awaji Earthquake (management of volunteer activities and temporary housing) with the Thai central government, local governments, NGOs, donors, and affected residents. Four experts who are officers of Hyogo and Hokkaido prefectures as well as university teachers were dispatched for the workshop. JICA also provided support to repair coral reefs damaged by the tsunami.

Japan

JICA hosted a Regional Seminar on Tsunami Early Warning Systems targeting the tsunami-affected areas and established a basis for regional cooperation through technological transfer regarding forecasting and warning system and the building of networks among those countries.

As described above, JICA continuously implements rehabilitation and reconstruction assistance in the affected countries. As the post-disaster period gets longer, concerns are mounting about the deterioration of sanitation management in temporary housing, lack of mental care, accumulating stress of residents, and withdrawal of volunteers. To solve these problems, JICA will make concerted efforts in implementing mid- and long-term aid for the disaster.

*3 Emergency development study: study to formulate emergency reconstruction plans and implement emergency rehabilitation

projects in countries that are affected by large-scale natural disasters or civil conflicts

*4 Field office: a support center set up in the affected site for a fixed period of time, with specific objectives such as peacebuilding and reconstruction assistance

*5 Balanced development among regions and races: due to the conflict between the Sri Lankan government dominant by Sinhalese, the majority of the population,

and the LTTE, a Tamil enclave organization seeking separation and independence, the development in northeastern Sri Lanka, the LTTE-controlled area, is lagging behind.

*6 Non-project grant aid: it is called non-project because it provides foreign monetary support to import supplies, instead of implementing projects such as facility construction and disaster relief activities.

JICA Regional Seminar on Tsunami Early Warning Systems

~ Responding to the Threat of Tsunami: Training Participated by 11 Countries ~

The great earthquake and subsequent tsunami disaster that occurred off the coast of Sumatra and the Indian Ocean on December 26, 2004 inflicted unprecedented damage on 12 countries along the coast of the Indian Ocean. In preparation for future possible disasters, the affected countries promptly launched efforts toward the establishment of a tsunami early warning system.

The JICA Regional Seminar on Tsunami Early Warning Systems, which serves to back up those efforts, was held for two weeks, from March 7 to 18, 2005, with the participation of 21 administrative officers in charge of disaster prevention in 11 Indian Ocean coastal countries. When a catastrophic disaster occurs overseas, the first thing that happens is a dispatch of JDR teams. It is now known throughout the world that prompt planning and implementation of training programs of this kind can be effective after a disaster strikes.

A large earthquake hit off Indonesia's Sumatra coast again on March 29, a week after the participants returned to their home countries. Each country responded immediately and issued a tsunami warning, based on the experience learned from the previous tsunami on December 26. Right after the earthquake, information was actively exchanged among training participants through e-mails. It is still early to say whether or not the tsunami early warning system is infallible, but it is fair to conclude that one of the accomplishments of the training program is the establishment of the network connecting these 11 countries and Japan.



Training participants receiving explanations on the tsunami warning system at the Japan Meteorological Agency

Consolidation of a New Field Based Management System

In order to accurately understand aid needs in the field and implement projects properly and promptly, JICA has recently begun promoting various reforms with the focus on the field. As part of these reforms, JICA has substantially delegated authority in project implementation to overseas offices (JICA offices located overseas), immediately after becoming an independent administrative institution. Thus, JICA has been trying to establish a new project implementation framework in which overseas offices take the initiatives in projects while thoroughly matching local needs and aid projects. "Management by overseas office" is a new management style that emerged as one of these measures.

From Headquarters Initiative to Overseas Initiative

Traditionally, projects have been managed with headquarters' initiative, in which the department in charge at the headquarters has authority and responsibility over the implementation of projects (JICA's individual projects) and overseas offices assumes only part of the project management. In this traditional style, the staff in charge of the project at the headquarters would visit the local site to conduct studies, and the headquarters would basically give directions about the subsequent project policies and management. Advantages of overseas office located close to the project site could not be fully demon-

strated, thus creating redundant operations at both ends, requiring considerable amount of time and costs to gather and analyze local needs, and taking too long to make decisions.

Thus, eight offices were selected as pilot offices, which introduced management by overseas office on a trial basis in October 2004. This shift was expanded to 30 out of 56 overseas offices on a full-fledged basis in April 2005. In fiscal 2005, the first year of full-fledged operation, projects for which approximately 30% of total budget for technical cooperation projects of the 30 overseas offices has been allocated will be implemented under the management by overseas office. The ratio will continue to increase after fiscal



Staff conducting a request background survey for a new project at the JICA China Office, which has promoted management by overseas office as the first-round pilot office.

2006 and the field based management is expected to be consolidated.

Under the management by overseas office, overseas offices are vested with considerable authority and responsibility over each process of the projects, from project design, allocation of experts, hiring consultants, equipment procurement, project monitoring, to evaluation. It is thus expected that more appropriate and speedy implementation of projects meeting local needs will be made possible.

In order to put this style of project management into practice, it is necessary to comprehensively strengthen the foundation of overseas offices, including the development of information and telecommunications networks connecting overseas offices and headquarters (JICA-WAN), allocation of special staff such as senior advisors, reinforcement of local staff, and recruitment and placement of staff providing backup in accounting and procurement, not to mention the enhancement of the competence of office staff. Furthermore, it is essential to enhance the structure of the headquarters that supports overseas offices. JICA has implemented a comprehensive organizational upgrade, simultaneously with the introduction of the new project management style.

Enhancement of Project Formulation Capacity

Under the initiative of President Sadako Ogata, JICA places as much importance on the enhancement of project formulation capacity (for matching aid needs of developing countries with JICA's specific projects) as the

enhancement of project management capacity in the context of ongoing field based management approach. The above-mentioned efforts toward a new field based management system are believed to have a positive effect on the enhancement of project formulation capacity.

Traditionally, many overseas offices with insufficient organizational structures tended to rely on the headquarters to gather local aid needs, and in many cases appropriate and speedy response was not possible. However, overseas offices, under the new field based management system, would narrow the information gap through close communication with the partner country and stakeholders in the field, and then expand their activities to proactively analyze developing issues with the help of the headquarters. It is expected that this system will allow overseas offices to actively feed back new ideas and knowledge generated from project implementation for opportunities in project formulation such as ODA Task Forces⁷. JICA is also undergoing internal restructuring so that the will and knowledge of overseas offices can be fully reflected when conducting needs studies to consider a new project, believing that local information in combination with strategy and knowledge of the headquarters will help it progress toward developing more appropriate cooperation.

In reality, there have been positive responses during the pilot period of the overseas initiative since the fall of fiscal 2004; for example, a report from one office states that communication with the partner government has become interactive, enabling appropriate and speedy response, and a message from a concerned party says that project formulation capacity has improved. Some have recognized the improvement in the project management from local people involved in the field, including counterparts. This progress of groundwork toward overseas initiatives in overseas offices has made possible emergency relief activities and the subsequent rehabilitation and reconstruction assistance in

the wake of the Great Sumatra Earthquake and Indian Ocean Tsunami Disaster.

On the other hand, some negative comments have been made as well. Some said that an imbalance was created between the improvement of office structure and the increased work load, which resulted in fewer opportunities for staff members to visit the project site due to overwork. While promoting the improvement of the structure of overseas offices, JICA intends to further strengthen the capability of the entire organization, including the headquarters and domestic offices, in order to carry out strategically the formulation of projects of higher quality.

Finally, the ODA Charter⁸, revised in August 2003, addresses the strengthening of local functions in policy-making and implementation, which specifically requires the following:

- Strengthening the function of overseas offices so that they can play a leading role in policy-making and implementation jointly with diplomatic missions and local offices of implementing agencies; and
- Making effort to understand developing countries' development policies and aid needs comprehensively and accurately, primarily at the local level.

JICA's efforts introduced in this section would greatly contribute to the strengthening of local functions, and their achievements would not only improve the efficiency and quality of JICA projects, but also increase the overall quality of Japan's ODA. With this recognition, JICA will commit itself to the promotion of management by overseas office in the future.

⁷ ODA Task Forces: a field ODA working group established in fiscal 2003 as part of the measures for strengthening local functions stipulated in the New ODA Charter, comprising mainly overseas embassy officers in charge of economic cooperation, local office staff of JICA and JBIC, with the participation of JICA experts, overseas offices of JETRO, and the Japan Foundation when necessary

⁸ ODA Charter: basic document of the ODA policies formulated to clarify Japan's ODA concepts and principles

Efforts in the Aid Frontier

In line with a new perspective of human security, JICA has been working on the expansion of the frontier of aid projects. As for

development issues, peacebuilding, reconstruction assistance, and promotion of cooperation with civil societies are some examples

of our new focus. Geographically speaking, it refers to an increase in support for Africa's development while securing support for Asia's

development, and assistance for conflict-ridden areas such as the Balkan region and the Middle East. JICA has also been strengthening the functions of overseas offices to take initiatives in project implementation under the banner of field based management.

Support for Peacebuilding Based on the Local Context

In peacebuilding assistance, quick and effective response is essential to meet the needs of an affected population. These response should be carried out with careful consideration of local context and needs.

Case

Chad

Speedy Development through Teamwork between the Headquarters and Liaison Office

After the summer of 2003 about 200,000 Sudanese fled to eastern Chad as refugees due to the conflict between anti-government armed forces and the Arab militia supported by the government, as well as assaults on residents in the Darfur region in Sudan. Starting in early 2004, the United Nations High Commissioners Office for Refugees (UNHCR) and other international organizations set up more than 10 camps to accommodate refugees. However, the eastern part of Chad is originally half-dry land with meager natural resources, and due to the influx of refugees, numbering several times as many as native residents, the villagers in the area have been faced with a number of problems, including depletion of trees for fuel purposes, lack of drinking water, and price hikes.

To counter this situation, in September 2004 JICA dispatched a project formulation study team to launch a project to support the communities in the vicinity of refugee camps. The project aims to ease tensions between local residents and refugees and promote rural development through the improvement of water supply facilities in villages in line with short- and mid-term needs.

There is no JICA office or Embassy of Japan in Chad; furthermore, the project's target areas are located 900km from the capital. Nonetheless, based on the concept of field based management which says that projects shall be carried out wherever there are urgent needs, the JICA France Office, which covers



Study of an existing well in a village (Chad)

Chad, took the initiative in promptly setting up a field office and established the operational ground.

The headquarters dispatched a project formulation study team to intervene in emerging needs of the population living in the vicinity of refugee camps, and the JICA France Office as liaison promptly took over the work to consolidate the environment based on the local context. These prompt actions on the part of both the headquarters and overseas office contributed to the timely and speedy launch of the project activities.

Case

Afghanistan

Utilizing Local Resources for Effective Assistance

Educational support is one of the peacebuilding efforts that JICA undertakes in Afghanistan. In response to a request from the government of Afghanistan, a project for strengthening teacher training is planned with the following objectives: development of teachers' manuals; improvement of the teaching ability of in-service teachers through short-term training using the teachers' manuals; and policy formulation to improve the mechanism for capacity building of in-service teachers and pre-service teachers.

JICA is integrated into the aid coordination mechanism⁹ in the area of teacher training in Afghanistan, called Teacher Education Program (TEP). In addition, JICA makes the most of the local human resources and institutions to complement the function of the Ministry of Education. For example, JICA will collaborate with local human resources who have

developed textbooks in line with the new curriculum to develop teachers manuals. In order to supplement the system of the Ministry of Education, JICA plans to work with a local NGO with experience in education and teacher training in Afghanistan for implementation and administration of training in local areas.

Case

Sierra Leone

Transitional Assistance from Post-conflict Reconstruction to Development

In Sierra Leone, intermittent civil wars continued from 1991 until a cease-fire agreement was declared in 2001. In preparation for resuming the cooperation, which had been suspended due to conflicts, JICA carried out a project formulation study for peacebuilding and reconstruction assistance in Sierra Leone in August and September 2004, and launched its activities supported by JICA Ghana Office.

JICA established a field office in Freetown, the capital, in January 2005. Following its establishment, a follow-up study team for the Rural Water Supply Project (grant aid) was dispatched at the end of February and a project formulation study team for the Support Project for the Social Reintegration of Children through Education in Kambia Province at the end of March.

The JICA Ghana Office as back office for the Sierra Leone field office, has been actively involved in assistance for Sierra Leone. The office takes the initiative in formulating projects in the areas of agriculture and infrastructure. Integrating the perspective of prevention of recurrence of conflict, projects are being planned, formulated, and implemented under the field based management.

⁹ Aid coordination mechanism: a program formulated to take advantage of the strength of both donor countries and agencies, with the objective of maximizing aid effects



Children in the target area of the Support Project for the Social Reintegration of Children through Education in Kambia Province (Sierra Leone)

2 Progress in Human Security

What is the concept of human security? The report²¹ presented by the Commission on Human Security, co-chaired by Sadako Ogata (JICA President) and Professor Amartya Sen (Lamont University, Harvard²²), defines human security as protecting the vital core of all human lives in ways that enhance human freedoms and

human fulfillment. Japan's New ODA Charter, which was adopted at a Cabinet meeting in August 2003, referred to implementation of ODA from the perspective of human security. Additionally, the new Medium-Term Policy on ODA²³ formulated in February 2005 specifies human security as a concept for building society in

which everyone can live with dignity by protecting and empowering individuals and communities that are exposed to actual or potential threats with a focus on individual persons. The perspective of human security is considered as important as any other element in the entire scope of development assistance.

Introduction of the Concept of Human Security

In the new JICA reform plan announced in March 2004, human security was listed as one of the pillars of reforms along with field based management and effectiveness, efficiency and speed. Since then, JICA has implemented projects contributing to human security based on the field based management. Specifically, JICA aims to provide assistance with the principles described in Table b.

The following situations lie behind JICA's determination to take on the concept of human security.

First, there emerged a need to re-address a people-centered approach after half a century of ODA. Development assistance, including ODA, devised various schemes in response to the diverse needs of developing countries. As a result, the knowledge necessary for project implementation has become more specialized and the division of roles by project type has increased, and in response, the emphasis is shifted back to the importance of a more comprehensive approach to development issues.

Table b Seven Principles of Human Security

Principle 1:	Reaching those in need through a people-centered approach
Principle 2:	Empowering people as well as protecting them
Principle 3:	Focusing on the most vulnerable people, whose survival, livelihood, and dignity are at risk
Principle 4:	Comprehensively addressing both "freedom from war" and "freedom from fear"
Principle 5:	Responding to people's needs by assessing and addressing threats through flexible and inter-sectoral approaches
Principle 6:	Working with both government and local communities to realize sustainable development
Principle 7:	Strengthening partnership with various actors to achieve a higher impact from assistance

Second, there emerged a need for a more comprehensive approach to development and peace with the disintegration of the cold war structure. Many people in impoverished developing countries are affected directly or indirectly by conflicts, and, consequently, their survival, livelihood, and dignity are at risk. The Report of the Commission on Human Security (described previously) states that conflicts pose a tremendous threat to human security.

Third, there is an increasing awareness that it is necessary to strengthen the approach

to countries and regions in more difficult situations. It used to be argued that these countries and regions did not have the capacity to absorb assistance, which impeded effective aid implementation. However, a common awareness is now being fostered worldwide that peace and development of the entire international community cannot be achieved without making efforts to solve the problems faced by the people in those countries and regions in more difficult situations.

Putting "Human Security" into Practice

There have been many JICA activities incorporating the perspective of human security. In response to the formulation of a policy framework on human security, JICA has reviewed the activities of ongoing programs, and is formulating new projects with greater impact to reach people in need. Some of the projects reflecting the human security perspectives are introduced below.

Case

Bangladesh Arsenic Contamination Countermeasures Program

Nearly 30% of an estimated 10 million wells in Bangladesh are contaminated with arsenic. Although the geographic mechanism of arsenic elution is not clearly identified yet, it is said that approximately 30 million people are drinking arsenic contaminated water

and measures against the contamination are an urgent task of the nation. Arsenic toxicity causes keratosis, pigmentation disorder, lung disease, and eventually cancer of the skin and organs.

Under such circumstances, in addition to measures carried out by the government of Bangladesh, international organizations, donors and NGOs have promoted cooperation to secure alternative water sources free



Explanation about the roles of the administration, project, and community at the Arsenic Mitigation Committee set up in each village

of arsenic contamination, as a step toward achieving the MDGs in 2015.

In cooperation with the Asia Arsenic Network, an NGO with experience in assisting arsenic victims in Japan, JICA has directly helped villagers suffering from arsenic contamination in Sharsha sub-district, Jessore district of western Bangladesh, through activities such as screening of well water, educational campaigns for residents, finding patients, and building alternative water source facilities.

From 2005, the achievements obtained in Sharsha will be extended to Chaugachha sub-district prioritizing the villages with shallow wells*, among which 80% are contaminated. In order to bring sustainability to the above activities in particular, JICA focuses on the capacity development of the people and improving the capacity of regional offices of the central government (Department of Public Health and Engineering, Directorate General of Health Service) and the municipal administrative offices, thus implementing extensive measures against arsenic contamination from the people's point of view. At the same time, JICA provides comprehensive support to further expand and consolidate the achievements by sending an arsenic mitigation adviser to the central government and supporting an inspection system.

Viewpoints of Human Security

- * Direct assistance to people in contaminated areas and development of administrative capacity are combined to help those who are burdened with the serious issue of contamination of drinking water, which is indispensable to live.
- * Extending the achievements at the sub-district level to the district level aims to assist in reaching a greater number of people.

Case

Myanmar

Project for the Eradication of Opium Poppy Cultivation and Poverty Reduction in Kokang Special Region No.1

Kokang Special Region in Myanmar is located on the border with China, and is inhabited by ethnic minorities, primarily the Kokang people. More than 100 years ago poppy cultivation was brought to this area, which has been known as part of the Golden Triangle since then. Due to environmental conditions such as precipitous terrain, cold climate, lean soil, and lack of water sources, the area is not suitable for the production of any agricultural products other than poppies, and there are no distinguished industries. Since armed ethnic minority groups in the Kokang Special Region were in conflict with the government of Myanmar until the peace agreement of 1989, basic social infrastructure and public services such as education and health were not well developed. Under such circumstances, 130,000 farmers depended on poppy cultivation for their livelihood. However, in 2003, when the Special Region decided on banning poppy cultivation, the farmers suddenly lost cash income from poppy cultivation, which had accounted for 70% of their income. In the rapidly deteriorating economic conditions, the livelihood of poor farmers was in turmoil. In addition to a serious food shortage, malaria broke out in 2003, affecting more than 4,000 people, of whom more than 270 lost their lives, leading to the closure of one-third of the primary schools. This was a serious threat to



A Kokangese boy on his way home with seed rice supplied by the project

human security.

The project targets farmers who suddenly fell into extreme poverty and provides assistance to help them find a way out of life-threatening situations in the areas of agriculture, health, livelihood improvement, and education. Particularly at the initial stage, focus is placed on emergency assistance to directly alleviate the poverty of farmers, such as supply of seeds and fertilizers and distribution of disinfected mosquito nets. In parallel, JICA promotes human resources development and livelihood improvement from the mid- and long-term perspectives. Moreover, as part of efforts to address the global issue of illicit drugs, JICA will seek ways for regional development after eradication of opium poppy cultivation, while fostering mutual trust between the central government and the Special Region, which were once in a hostile relationship.

Viewpoints of Human Security

- * Emergency assistance to respond to the critical conditions of the people after the termination of poppy cultivation
- * Addressing structural issues of the Special Region through activities in various sectors, with the involvement of both the central government and the Special Region

Case

Afghanistan

Project on Women's Economic Empowerment

After the Taliban regime took power in 1996, cruel constraints were imposed on Afghan women. They were deprived of freedom of speech and movement, and had to wear burqa, which covered them from head to toe. In addition, there were educational and employment constraints. Even today, it is difficult for women to find employment as men do, and those women who lost their husbands in internal conflicts or those who are very poor have little opportunity to acquire the means to sustain their livelihood.

After the establishment of the interim government headed by Hamid Karzai, a Ministry of Women's Affairs was created to reclaim women's rights and upgrade the status of women. Immediately after the creation of the ministry, JICA has supported capacity development of officers and organizations and

policy formulation. In 2005, a new project focusing on economic empowerment of poor rural women commenced.

The purpose of this project is to bring the opinions of women in rural areas to the Ministry of Women's Affairs through the provincial women's bureaus (regional offices of the Ministry) so that the ministry can submit proposals on policies and measures that meet the needs of women to other ministries and organizations. To that end, in addition to strengthening the capacity of the formulation and implementation of economic policy of the Ministry of Women's Affairs, small-scale model projects aimed at the economic empowerment of women in Balkh, Bamian, and Kandahar are being implemented in cooperation with the provincial women's bureaus, as well as local and international NGOs. The provincial women's bureaus will be able to understand the needs of rural women more effectively through the monitoring process of these model projects. There are wide varieties of model projects: specifically, skills training for handicrafts, kitchen gardens, livestock husbandry and food processing, various vocational training incorporating literacy education, support for the training of women's groups, and information sharing on education, health care, law, and economy.

Workshops will be held so that provincial women's bureaus can understand the current situations and challenges on economic activities of rural women through these model projects,



JICA expert (left) talking to NGO members in Bamian, where dry fruit production has been selected as a model project, taking advantage of the province's history for growing fruit

and can share information and lessons learned with the Ministry of Women's Affairs and other provincial women's bureaus.

Viewpoints of Human Security

- * Direct approach to women who will play a leading role in future development, focusing on poor rural women, who are in socially disadvantaged positions, in cooperation with NGOs and others
- * Supporting capacity development of the local and central governments to put policies that lead to women's empowerment into operation.

Case

Bolivia

Project "Water is Vital"

Bolivia has the least developed basic infrastructure, such as water and sewage systems, in Latin America. In particular, the diffusion rate of water supply in rural areas is merely half that of the urban areas, and four out of 10 people do not have access to safe water. The paucity of clean water has led to the spread of water-borne diseases and deaths of babies and infants, threatening the people's right to live in a healthy environment.

In response to the people in poverty, the Bolivia government is formulating a development plan incorporating the basic concept of human security.

Starting in 1998, wells were built with Japan's grant aid at 337 locations in four



Report on Project "Water is Vital" in Bolivia jointly made by JICA and NGO

provinces, Chuquisaca, Santa Cruz, Oruro and Tarija, providing approximately 260,000 people with access to safe drinking water. However, many problems emerged in terms of maintenance and management of the newly built wells because residents did not understand the proper ways to use wells and were not able to manage the water rating system.

To counter these problems, JICA launched cooperation in 2003 to provide water to those in need of water and support the expansion of activities of water management organizations to improve the livelihoods of the people. First, in cooperation with local NGOs, JICA has been working on the following activities in 12 villages: organizing water management committees, enhancing the water rating system, educating well operators in maintenance and management, and disseminating a hygienic lifestyle. JICA also supports efforts to increase cash income to ease payment of water charges, such as baking and sales of bread by a women's group and dissemination of kitchen gardens. Furthermore, JICA has dispatched eight Japan Overseas Cooperation Volunteers to the municipal governments of 12 villages and the basic service offices of provinces in charge of well drilling and rural development. JICA coordinates rural development activities, while meeting and discussing with NGOs and provincial governments the progress and achievements of cooperation.

Through these activities, community groups for water management were formed, delays in water rate payments declined, and cash income increased. As a result, a favorable outcome has been observed that people are able to purchase parts to repair pumps and are now able to do simple repair work by themselves.

Starting in 2005, JICA is undertaking a technical cooperation project to disseminate

the experience of the model cases of 12 villages to other villages. In cases where development of water-related infrastructure is necessary, this project cooperates with the fund of the Inter-American Development Bank⁵. In order to help people develop their villages themselves, JICA supports the process where they come up with solutions to their problems and implement them themselves.

Viewpoints of Human Security

- * Promotion of the empowerment of the community, using the provision of access to safe water as an entry point
- * In cooperation with NGOs and volunteers, the project involves various actors from the community level to the administration level.

*1 "Human Security Now: Report of the Commission on Human Security" The Commission on Human Security, Asahi Shimbun, 2003

- *2 Former Master of Trinity College, Cambridge
- *3 Medium-Term Policy on ODA: Specifies mid-term policy, basic concepts, and priority issues of Japan's ODA. It is formulated based on the ODA Charter, and is reviewed approximately every five years.
- *4 Shallow well: Pumps supply water from about 30m of depth that runs above sedimentary layers
- *5 Inter-American Development Bank: A development finance institution that provides financial and technical cooperation to developing countries in Latin America

Human Security Photo Report 1

Photo by Katsumi Yoshida

Water Supply and Sanitation Improvement Program in Zambia

Primary health care in progress carried out at the initiative of residents in urban impoverished areas

In Lusaka, the capital of Zambia, and its vicinity, low-income residential areas have been created in unplanned settlement areas where approximately 1 million people from rural areas live. In these districts, the speed of construction of water supply facilities and the provision of health care services cannot catch up with population growth, and there are many cases of malnutrition and infections due to lack of knowledge of health care among residents.

Japan started to build water supply facilities with grant aid in 1994.

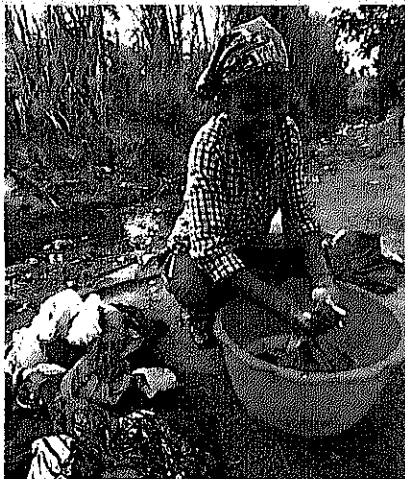
Later in 1997, JICA implemented the Lusaka District Primary Health Care Project (Phase 1) to create a model case of primary health care in the community targeting poor people. Many favorable results were achieved, such as improvement in the rate of immunization and a substantial decrease in the number of deaths from cholera. In Phase 2 of the project, which commenced in 2002, the primary health care system by communities has been expanded to five districts in the vicinity.



← Mothers and children waiting their turn for a health check-up



A JICA volunteer explains the importance of immunization to a mother.



↑ In a district with no water supply facility, people do their laundry using water from a "river" formed by contaminated water from the wells with no drainage system.



↑ A public toilet for residents built in cooperation with an NGO as part of the Primary Health Care Project. A small fee is charged for the use of the toilet. This fee is applied to the toilet's maintenance and management, and at the same time, awareness is nurtured among residents that it is their own facility managed by their own staff.



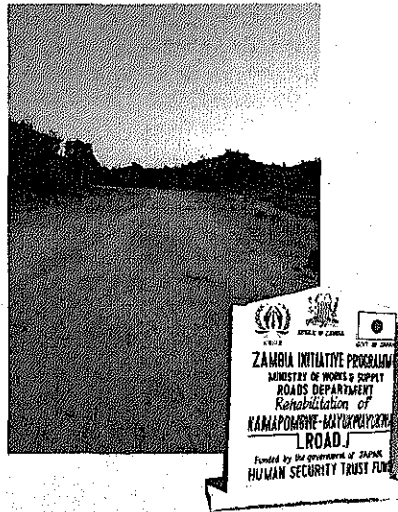
← A water manager (the person in the back) appointed by the water management committee of the community, maintains and manages the water supply facility built with grant aid.

Development through Empowerment of Rural Communities in Zambia Initiative Areas

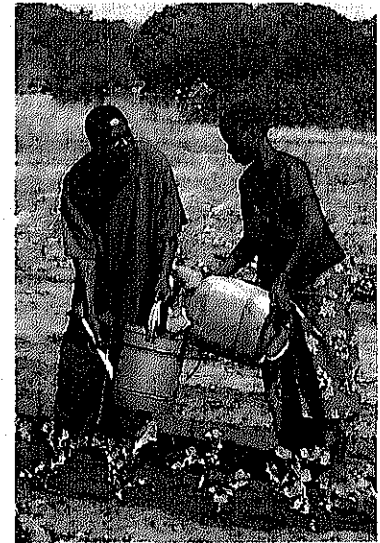
Refugees Participating in Rural Development for the better future of the Whole Community

The western Zambia region has hosted approximately 210,000 refugees, who are conflict victims from the neighboring country of Angola, since the mid 1960's. However, the region itself is one of the most underdeveloped places in the country, and friction has been observed between the hosting region and the refugee camps, into which international assistance pours due to the unfair conditions created by a gap in assistance.

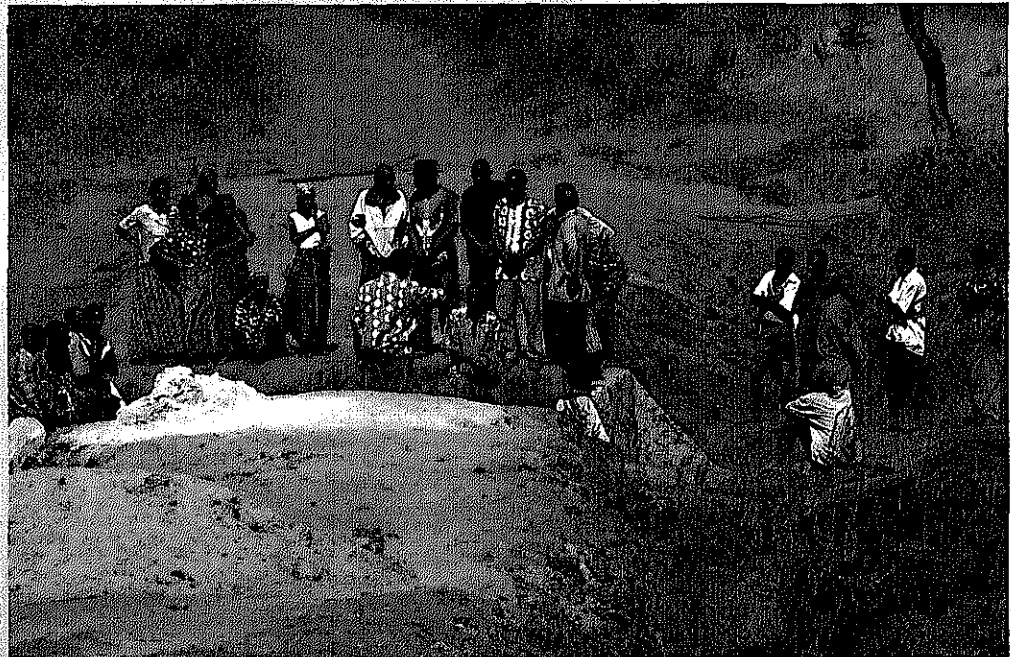
In response, the Zambia government, with the support of the United Nations High Commissioner for Refugees (UNHCR), has launched a participatory rural development called the Zambia Initiative. The purpose of the initiative is to build stability and peace by integrating long-term or settled refugees into the local community, and 10 donor countries and organizations have taken part in it today. JICA joins this framework through a technical cooperation project from August 2005. In practice, JICA shares lessons learned by the Project for Participatory Village Development in Isolated Areas, which is currently underway in Zambia as a model project.



↑ A trunk road connecting refugee residential areas and a neighbor town, repaired by Japan using the United Nations Trust Fund for Human Security



↑ The improvement of roads provides better access to market, and some residents have started the cultivation of cash crops in the dry season in villages along the roads.



⇒ Residents talking about constructing the road from the village to the trunk road by themselves



↑ At a school in a village, both teachers and students look forward to the completion of a new school building constructed by Denmark, one of the donor countries of the Zambia Initiative.



↑ A health center in the refugee camp built by the Zambia Initiative

3 Reform of Domestic Operations to Promote Field Based Management

Restructuring Domestic Offices

This reform proceeds in two phases; in phase 1, restructuring will take place in April 2006, and in phase 2, a study group will be set up and specific measures will be formulated by the end of fiscal 2005. The following are the specific reforms in each phase.

Phase 1: during the period designated for the first mid-term plan

1) Restructure three domestic offices in the Tokyo Metropolitan Area (JICA Tokyo, JICA Hachioji, and JICA Hiroo)

Among those in the Kanto Block, the domestic offices in the Tokyo Metropolitan Area will be restructured in April 2006. The training function of JICA Hachioji will be absorbed by JICA Tokyo, which will serve as a center for training functions in the Tokyo Metropolitan Area. Citizen participatory cooperation operations (volunteer activities such as Japan Overseas Cooperation Volunteers [JOCV] and the development education support program) of JICA headquarters, JICA Tokyo, and JICA Hachioji will be concentrated in JICA Hiroo, which will be designated as a comprehensive support center for individuals and organizations interested in development issues. JICA Hachioji will be closed and its facilities will be decommissioned within the period designated for the second mid-term plan*1.

2) Review of Rebuilding the JICA Chubu Office Building

JICA Chubu, the core of the Chubu Block,

will be rebuilt during the period designated for the first mid-term plan because the 34-year-old building appears decrepit. JICA's coordination will make this plan more rational and consistent with the ongoing reform.

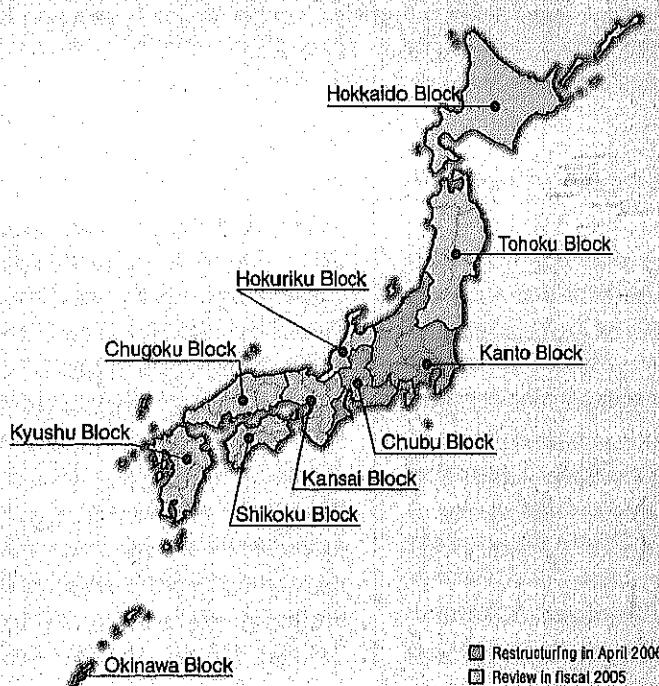
Phase 2: during the period designated for the second mid-term plan

In addition, a study group will be set up to review the plans respectively in the other eight

blocks, and specific measures will be formulated by the end of fiscal 2005.

*1 JICA's mid-term plan: operation plan to achieve JICA's mid-term objectives (objectives concerning operation management, such as improvement of services and other operations and efficiency in operations management). Corresponding to the period for mid-term objectives, the first mid-term plan starts in fiscal 2003 and ends in 2006, and the second starts in fiscal 2007.

Table c Review by Block toward Restructuring Domestic Offices

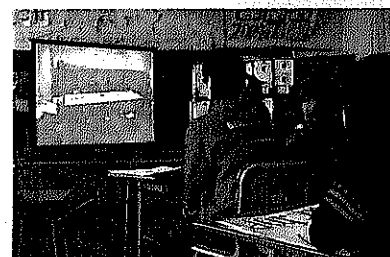


Promotion of Citizens Participation

In order to enhance citizen participation in cooperation, which is included in JICA's mid-term plan, JICA identifies citizens (including youth), NGOs, municipalities, and universities as partners of JICA projects, and will strengthen collaboration with them to make the activities more suitable for the local needs in developing countries. For that purpose, JICA will improve various systems to facilitate the par-

ticipation of NGOs and other organizations, provide information on the situations of developing countries and NGO activities, share knowledge and experience in good practice (successful model projects), and improve their collaborative function with developing countries and NGOs.

Tasks presented in the second phase of the JICA reform plan are as follows.



Children interacting with primary school students in Pakistan, using JICA's TV conference system (JICA-Net) (Nishi-Bibai Elementary School, Hokkaido)

Improvement of the System toward the Promotion of Participation

In order to facilitate the wide participation of NGOs in technical cooperation projects, in addition to JICA Partnership Program (see p. 107), systems will be improved by means of the promotion of joint studies between NGOs and JICA.

Diversification of Participation Menu

In order to further facilitate the participation of citizens in the JOCVs and Senior Volunteers, the participation menu will be diversified, including short-term dispatch (less than one year).

Expansion of Partnership with Universities

By strategically expanding the Comprehensive Collaboration Agreements between JICA and universities, JICA will implement effective cooperation, making the most of the regional characteristics of universities.

Strengthening Support for Development Education

JICA will strengthen support for development education utilizing information and experience in its field in developing countries.

Enhancement of Information Function

In order to make information on development issues in developing countries more accessible to the citizens, JICA will enhance the information function of domestic offices.

Review of the Function of JICA Hiroo

JICA Hiroo will be redesigned as a center for JICA's information provision and a center for exchange with NGOs. Expected functions to be added are as follows.



Project manager and children in the target school

- Set up JICA Plaza as a gathering place for people who are interested in development issues
- Support for development education
- Training for short-term volunteers (JOCVs and Senior Volunteers)
- Support activities to carry over the experience of returned volunteers to society
- Implementation of citizen participatory cooperation programs in the Kanto Block

Examples of ongoing citizen participatory cooperation programs (JICA Partnership Program) are as follows.

Case

Nepal

Public Elementary Education Improvement Project (Implementing body: Save the Children Japan)

The project attempts to create an environment that maintains educational situations favorable for local children in the Dhanusha and Mahottari districts of southern Nepal. These districts are poverty stricken areas and have a strong tendency to look down on women, and therefore the education opportunities for women are particularly limited.

Since the government of Nepal is not capable of providing sufficient guidance and supervising individual schools, in order to supplement its function, the project has taken an approach to help parents and local residents develop the capacity to supervise public primary schools. First, a school management committee was set up comprising parents, teachers, and competent village administrators. Through vitalizing this committee the project carries out various activities, such as supervising teachers, follow-up to assist truant students to reenter or enter the school system, enlightenment for parents, and cooperation with the board of education of the district. The project has also extended activities such as repair of school buildings, recruitment of volunteer teachers (in cases where there is a shortage of teachers), teacher training, literacy education (for children without proper education), and setting up bridge courses*1.

The project intends to

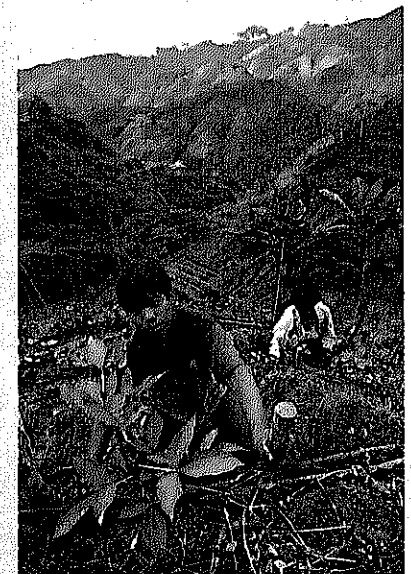
reflect the outcomes of this project in the discussions on the direction of future cooperation in the area of education in Nepal, in cooperation with JICA experts, who are dispatched to the central government's Ministry of Education.

Case

Philippines

Build-up of Sustainable Ecosystem through Reforestation and Agroforestry (Implementing body: IKGS Reforestation Campaign, Inc.)

The forest that stretches above the rice terraces in Ifugao, which is listed as a UNESCO World Heritage Site, was substantially reduced due to excess logging and slash-and-burn agriculture carried out by the local people, thus resulting in the depletion of spring water. It is now difficult to secure water for agriculture and domestic consumption, hindering not only rice production for self-sufficiency, but also the daily lives of the people.



A model agroforestry farm

The project focuses on agroforestry*2 as a new income source and as a substitute for slash-and-burn agriculture, and forestation in order to sustain livelihoods in the area deprived of trees. These activities are carried out by developing model farms and model forests, respectively. The purpose of these efforts is to recover soil capacity, conserve rice terraces, and stabilize the livelihoods of the people.

At the same time, other activities have been derived from the project. For instance, an international exchange event on the theme

of rice terraces was held in Hyogo Prefecture; picture books in environmental education for local schools to emphasize the importance of the environment were produced by college students from Hyogo Prefecture who were participating in the local activities as volunteers; and assistance was given to increase the income of the local residents by raising rabbits.

Case

Sri Lanka

Partnership Program to Improve Early Childhood by Promoting Picture Books in Pre-school in Sri Lanka (Implementing body: Nara International Foundation and Association for Book Promotion in Sri Lanka)

In Sri Lanka, awareness among parents and local governments of the necessity of pre-school education is quite low and an environment for promoting pre-school education is far from developed.

In order to improve the quality of pre-school education, the project undertakes activities with the objective of having child rearers (parents, child minders, and teachers) understand the role of picture books in pre-school education settings and gain skills to read to children and develop the capacity to create toys starting from picture books. In the storytelling workshops in which many child minders participate, staff members dispatched from the

implementing body offer tips on how to show picture books to children and teach them how to make toy masks for children's theater plays based on picture books.

*1 Bridge course: a program designed to prepare and support out-of-school children academically to enter or reenter the formal school system at a level appropriate to their age.

*2 Agroforestry: a method of agriculture in which various crops are grown and cattle are raised while various kinds of trees are also grown.



Nursery school teachers showing the masks they made for a theater play

Reform of Training Programs and Enhancement of the Institute for International Cooperation

Reform of Training Programs

Training program in Japan (training offered in Japan) with half a century of history is positioned as one of the most fundamental operations in JICA's technical cooperation.

Training programs in Japan take two forms: country-specific training, which targets one country, and group training which targets several countries on an issue basis. Country-specific training mainly targets project counterparts.

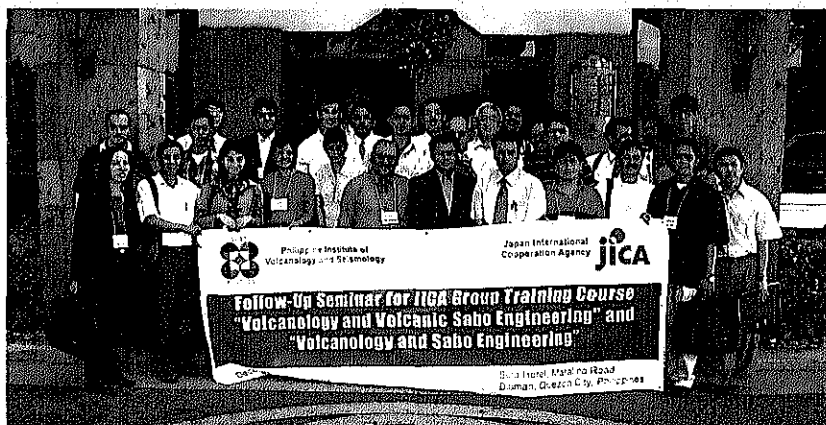
Currently, the delegation of responsibility and authority regarding projects to overseas offices is being advanced. In order to supplement and enhance this movement in terms of training programs, the second phase of the JICA reform plan announced in March 2005 specifies inclusion of budget for country-specific training into the overall project budget. The aim is to further promote an optimum mix of input elements (experts, local activity expenses, equipment and training, etc.) need-

ed for effectively achieving project purposes.

In group training, one participant from each country is basically recruited from a group of countries. It is operated on an offer basis. In group training, the world's leading technologies, knowledge, and the experience of Japan are offered by prominent instructors. Learning together with other participants from different countries enables participants to share efforts and outcomes of other countries, stimulate one another, and analyze their own issues objectively. It also provides an opportunity to gain wisdom for solving problems. Group training obviates the need for overseas office to formulate individual projects, and because of its simple system of one participant from each country it is a particularly important form of cooperation for a country or region where the dispatch of experts or implementation of projects is difficult.

Extensive Review of Group Training

In the second phase of JICA reforms, contents and implementation methods of group training will be reviewed extensively so that it can contribute to the solution of problems in



Follow-up seminar (held in the Philippines) for ex-participants who attended a group training course called "Volcanology and Sabo Engineering". Participants from five countries studied the importance of making and updating hazard maps as well as sharing information among concerned agencies and compiled the Manila Declaration ahead of the World Conference on Disaster Reduction of January 2005.

developing countries more directly. In specific terms, the whole lineup of training courses will be improved to link to the solutions of problems in developing countries. At the same time, methods of needs study in developing countries will be revised so that applications will be consistent with priority development issues and the programs of countries.

Together with the overall review of training courses, efforts are also made to improve the quality of individual training courses, adding more value to them. As part of these efforts, JICA supports the realization of action plans formulated by training participants (formulated by training participants themselves to specify objectives and activities to be carried out after returning to their home countries) through follow-up. These are efforts to emphasize the concept of examining and finding solutions to organizational and social issues, in addition to the conventional concept of transferring Japan's technology to individuals (to be learned and understood).

New Position of the Institute for International Cooperation and Enhancement of its Function

The Institute for International Cooperation (IFIC), established in 1983, has thus far undertaken primarily the development of human resources who are engaged in assistance and research/study regarding development assistance. In a series of JICA reforms carried out to enhance operations through management by overseas office, the IFIC has been positioned as JICA's practical think tank, which leads the improvement of knowledge, skills, and capacity enhancement of human resources that are necessary for the implementation of projects. In response, the IFIC launches operations based on the following three points in order to contribute to the promotion of JICA's field based management.

Conceptualization and Systematization of Practical Experience and Feedback to the Field

In order to promote field based management, it is first important to share experiences and lessons learned from the activities at the field level. It is because effective aid activities are created from a combination of experience, knowledge and awareness of the issues



A checklist, which was presented by the Study Group on the Future Direction for Cooperation to Developing Countries in the Solid Waste Sector to identify and evaluate issues, being utilized in the field of seminars

obtained from the field experience. From this perspective, the IFIC will conduct case studies of JICA projects based on the primary concepts, such as human security and capacity development. Knowledge, skills, and awareness of the issues, all of which have been gained from field experiences, will be absorbed and systematized, and then will be shared within JICA through workshops and various forms of training. More JICA staff and related personnel will then be able to utilize the study results in the field of assistance.

The project experience is translated into foreign languages and utilized for coordination. Furthermore, methods applicable to various projects such as the country-specific analysis, social survey, and aid management will be organized and new development issues and trends of aid will also be explored.

Human Resources Development to Improve Management Capacity and Capacity to Respond to Problems

An important element of project implementation in the management by overseas office is that JICA staff engaged in the project in the field and human resources who undertake actual cooperation are highly capable of carrying out project planning and implementation. Thus, human resource capacity development programs will be revised using the knowledge and experience within and outside JICA, in order to enable them to acquire the capacity to analyze the target country or region, understand the issues to be addressed, and come up with effective and

efficient measures. Furthermore, even more efforts will be made for the capacity improvement of experts who are directly engaged in technology transfer and identification and formulation of projects, as well as young prospective experts.

Strengthening Alliance with the Field of Assistance and Operational Department

The JICA Library collects various kinds of documents concerning development assistance. Accumulation and sharing of information in the field are being promoted and an environment is being developed so that personnel who undertake assistance of JICA projects can utilize information linked with the field. Senior advisors who belong to the IFIC are allocated in overseas offices and issue-based departments at the headquarters to carry out consulting activities using their abundant experience and knowledge.