

会議・視察報告

Conference Reports

国際援助と貧困救済の方向を求めて 国連グローバルフォーラム

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1. グローバルフォーラム

2003年11月6日～7日、国際連合経済社会局が主催した「第5回グローバルフォーラム」の「援助の分配・経営・説明責任の改革に関する特別専門家会合」に参加する機会を得た。2002年外務省「知的交流支援事業」の委託を得て実施した地方間協力に関する研究での最終報告会で、パネリストをつとめた同局の米川佳伸氏のご推薦で、その研究内容を紹介するため参加した、初めての国連会議であった。

このグローバルフォーラムは、国際連合およびメキシコ政府が開催したもので、首脳会議や国連関係機関、そして世界の自治体代表者などが一堂に会する複数の国際会議からなり、私の参加した専門家会合は同会議へのインプットとして国連主催で企画された。会場は、メキシコシティの複数のホテルやコンベンションセンターを利用して開催された。今回の会議は、事務局の説明によると参加者が500名を超えていた。会議では、基本的公用語である英語・スペイン語のほか、フランス語も多く聞かれ、会場のここかしこでテレビ局の取材が行われていた。また参加者の中には、ラテンアメリカやアフリカなど世界各国の大臣・次官、そしてOECDなど国際機関の幹部職員も多く含まれていた。なおグローバルフォーラムの全容については、国連のホームページであるUNPANの会議サービス (<http://unpan1.un.org/intradoc/groups/public/documents/un/unpan008596.pdf>) に、会議資料が掲載されているため、こちらを参考いただければ幸いである。

2. 国連専門家会合

私が参加した専門家会合は、報告者が10名、聴衆も30名足らずの小会合であった。参加者は、ほとんどがキューバ、ルアンダ、スリランカなどの大臣・次官、スペインなどの地方自治体の代表、そして世界銀行、国連職員などであった。研究者は、アメリカの西ミシガン大学から参加した、米国務省の事業評価を専門とする助教授と私の2名のみであった。

この専門家会合は、世界各国で援助疲れが蔓延し、援助総額が縮小していく中、新たな援助資源の模索と効率的な貧困救済を実現するため、援助手法と主体をどのように改

革していくかを検討するため開催された。特に経済および社会開発を促進するため、関係各国で実施されている、新たな援助の試験的な取り組みや現在の問題点を報告し、その中から新たな方向性を導き出そうとするのが、この専門家会合の趣旨であった。そのためこの専門家会合には、「援助の分配に関する改革」と「援助のマネジメントと説明責任」という2つの主要テーマが設定されていた。「援助の分配に関する改革」では、主に地域住民に援助を直接届けるため、自治体やNGOなどの役割が論議され、「援助のマネジメントと説明責任」では、援助国（機関）間および被援助国との協調援助の問題点が討議された。

例えば会議では、初老の活動家タイプのキューバの外務次官が、途上国の貧困問題の多くは、現在の不均衡貿易が原因であり、援助は先進国の義務であると言わんばかりにとうとうと演説する。その発言に対して爽快な顔立ちの若いスペイン代表が、身振り手振りにパソコンを駆使して、キューバを支援するスペイン側の状況を説明すると、会場からいっせいに質問の手が上がり、厳しい質疑応答となるといった具合であった。例えるなら、現在NHKで放映中の米国のテレビ人気ドラマ「ザ・ホワイトハウス」の一番面を彷彿とする、緊張したやり取りが展開されることもあった。

私自身もっとも印象深かったのは、ルアンダの国務大臣からの次のような報告であった。1994年の虐殺事件後、国際機関や関係各国・NGOなどの援助機関が次々に引き上げ、増加する難民をよそに急激に援助額が減少していった。そして残った主要先進国や国際機関も、自らの目的のため協調性のない援助をおこない、ルアンダは国家としてシステムを維持するのすら難しい現状が続いていることを淡々と報告していた。そして最後に、どうか主要先進国や国際機関は、現地の要望にあった協調的な援助を実施して欲しいと結んだ。その質疑応答では、世界銀行の若い女性職員が、「私の報告など、貴方の前ではほとんど意味をなさい」と開口一言発言し、一時会場を沈黙が支配した。私自身も全く同感であり、ルアンダの難民のニュース映像が頭を過ぎった。同じ時代を生きながら、アジアとアフリカの違いを思い知らされ、大変落ち込んだ。なおこの専門家会合の詳細についても、前掲UNPAN (<http://www.unpan.org/globalforum5seAid.03.asp>) で、提出論文が全文公開されているため、関心のある方は、こちらを参考いただければ幸いである。

3. 私の報告

この専門家会合で、私は、「平等なパートナーシップによる技術移転、援助分配に関する日本の新しいアプローチ (Technical co-operation through peer partnership: new Japanese approach to aid delivery)」と題する、国連より設定された演題に沿った報告を英語で行った。私は、日本における地方自治体の国際協力の概要を、日中間を事例に報告した。私の報告項目は、1) ODA改革における地方自治体の役割、2) 日本の地方自治体による国際協力の動向、3) 新潟 黒龍江間での国際協力事例、4) 結論と課題からなっていた。主な内容は、1997年以降どのような経緯で、日本政府は地方自治体をODAの実施主体として認めたのか、そして現在日本の地方自治体は、主な国際協力の分野である環境保全、保健医療、農業でどのような協力を実施しているのかを概観し、さらにケーススタディーとして新潟県(新潟市) 黒龍江省(ハルビン市)の国際交流状況、特に現在進行中である「黒龍江省・ハルビン市医療技術協力事業」について報告をおこなった(内容は、下記報告用レジュメを参照。また提出論文全文が前述UNPANに掲載されている。)

私の30分間の報告に対しては、ルアンダの国務大臣、世界銀行、国連職員などから、多くの質問が寄せられ、結局予定の15分を大幅にオーバーし、40分近く質問応答が続き、予定外の休憩が入るほどであった。質問内容は、一部に「なぜ新潟県は、中国との白血病での難しくコストの高い技術協力ではなく、南アジアやアフリカでの下痢のような簡単でありながら致死率の高い医療協力をしないのか」、「なぜ日本政府は、統一された自治体国際協力プログラムを作れないのか」などといった質問もあり、私自身窮することもあった。しかし全体としては、皆好意的な意見表明や質問が多く、議長からも第1日目のまとめと最後の総括で、私の報告内容についても再度喚起があり、ほっとさせられた。

4. 会議での成果

この専門家会合では、私が日中間での国際協力の概要を紹介したほか、キューバの外務次官とスペインの代表も地方レベルでの国際協力の重要性を強調したため、参加者の多くが、地方レベルでの協力が地域住民に直接援助を届ける上で重要であるとの共通認識を持つことができた。そのため会議最終日には、国連事務局が作成した国連勧告(Recommendation)案に、「……国家レベルのみではなく、さらに地方自治体と地域社会団体も、援助のマネジメントと援助能力を強化していく上で重要である」と明記される

こととなり、予想以上の成果を得ることができた。

さらに今回の会議に提出した論文は、再度修正加筆し、国連から1冊の論文集として出版される計画となっている。私自身も、オーストラリアのパネンドラ・ジェイン教授に加筆いただき、共著の形で掲載原稿を準備しており、2004年の中頃には出版される予定である。

片道24時間をかけメキシコまで行った甲斐もあり、どうか日中間での地方レベルの国際協力概況を参加者に紹介することができ、ある程度の成果を上げることができた。ただ1つ残念であったのは、この研究報告のベースとなった共同研究者たち、特に中国側代表者であり苦楽を共にした中国黒龍江省社会科学院の歩平副院長が、主催者側の経費の問題で会議に出席できなかったことが、惜しまれてならない。この一文を通じて彼に、そしてこのようなチャンスを作っていただいた国連の米川氏、さらに英文原稿作成で多大な助力を頂いたERINAのエレナ・ゴールドスミス女史に、その成果と感謝の気持ちを幾分かでも伝えることができれば幸いである。

発表用レジュメ

Technical Cooperation Through Peer Partnership - A New Japanese Approach to Aid Delivery: Local Government as an Actor

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1. The Internationalization of Japan's Local Authorities

1) Intrinsic Changes in the Japanese People

The number of Japanese leaving Japan to go overseas in 1998 was 15.8 million (1 person in 8 each year). In the same year, the number of foreigners registered as resident in Japan was 1.51 million (1 person in every 80 living in Japan). Consequently, the number of international marriages (in which one spouse is Japanese and the other of foreign nationality) is rising rapidly: in fiscal 1997 the figure for the whole of Japan stood at 28,251 marriages (1 in every 27 marriages), with the greatest number taking place in central Tokyo, where 7.9% (or 1 in 12) of all marriages were international ones. Japan can no longer be described as a racially homogenous nation.

2) The Scale of International Activities

- A) As of 1st April 1998, Japan's local authorities had concluded sister city agreements with 1,304 local authorities in 58 countries. Although this is only about 60% of the figure for the United States, it is about 80% of the figure for the European Union (comprising 15 countries) and about 1.4 times and 4 times higher than the figures for China and South Korea, respectively.
- B) Spending on international projects by local authorities

has run into more than 100 billion yen for the nine years from 1993, and is equivalent to one-seventh of the budget of the Ministry of Foreign Affairs (Table 1). Of this, spending on international cooperation projects rose from 7 to 8% of total spending on international projects from 1994. This is equivalent to just one-hundred-and-fiftieth of the Japanese government's ODA¹ budget for international cooperation, but it is one-tenth and half the size of Austria's and Luxembourg's international cooperation budgets, respectively. When considered on a global scale, Japan's local authorities have been very dynamic in their international activities.

2. Changes in the Attitude of the Government and the Diet Towards Local Authorities

1) The Japanese Government's Objectives in Cooperating with Local Authorities

- A) Applying to ODA the know-how held by local authorities with regard to such issues as local government, city administration and public services. In doing so, it was trying to develop programs that directly target local citizens in developing countries and improve the quality of international cooperation projects.
- B) Strengthening the complementary relationship between the government and local authorities, and promoting the participation of local groups and citizens at the local authority level. In doing so, it was seeking to achieve good PR in the eyes of the Japanese people, as well as increasing the organizational strength of international cooperation groups.

2) Changes Related to the Government (Figure 1)

- A) Since 1998, the government's views about ODA implemented by local authorities have changed for the better. In 1998, the Ministry of Foreign Affairs, the Cabinet and an upper house research group successively advocated partial cooperation with local authorities in the field of ODA.
- B) As a result, the Medium-Term Policy on ODA (2000 - 2004) was endorsed by the Cabinet in 1999. This policy referred, albeit briefly, to cooperation with local authorities.

3) Changes Related to the Diet

In 1998, the Upper House Advisory Committee on Foreign Affairs compiled a twenty-point proposal regarding ODA and outlined the essential features of a basic law on ODA. In relation to aid in which the Japanese people can participate, it cites the importance of strengthening collaboration with local authorities. In response to this, the ruling Liberal Democratic Party established an investigation team to consider a basic law on ODA (chaired by Ichita Yamamoto); this team is looking into various

aspects of such a law, including cooperation with local authorities.

4) Changes Related to Governmental Cooperation Organizations

- A) In 1999, the Japan International Cooperation Agency (JICA), which administers grant aid, established a domestic projects division. It has strengthened collaboration with local authorities and NGOs through such activities as the hosting of trainees, the dispatch of experts and the creation of project plans.
- B) In 2001, the Japan Bank for International Cooperation (JBIC), which administers the loan side of Japan's ODA program, began providing yen loans with the collaboration of local authorities.

3. Sectors in Which Local Authorities Implement Cooperation

1) Outline

- A) Around 10 cooperation projects are implemented by each prefecture every year. If those implemented by the municipal authorities below prefectural level are included, the figure for international cooperation projects implemented annually by local authorities stands at almost 1000.
- B) Local authorities' international cooperation activities have focused on such areas as environmental conservation, healthcare, education, agriculture, regional development, disaster relief and the protection of cultural assets. The following is an overview of projects in the environmental conservation, healthcare and agriculture fields, which are the most common sectors for local authority assistance.

2) Environmental Conservation

- A) The majority of projects fall into the environmental conservation category. International cooperation in this field mainly takes the form of technological transfer and human resource development through the dispatch of experts and the hosting of trainees.
- B) Other forms of cooperation in this field include joint research into environmental conservation measures and cooperation in creating environmental conservation plans. One example of this is the Dalian Model Environment Zone Development Plan (1996 - 2000), which was implemented by Kitakyushu and the Chinese city of Dalian.
- C) There are also many nature conservation projects, such as tree-planting projects. One example of this is the Yellow River Friendship Forest Collaboration Project (1998 - 2002), which was implemented by Yamaguchi Prefecture and Shandong Province.

3) Healthcare

- A) The next most common field in which projects take

¹ ODA stands for official development assistance and is the generic term for the Japanese government's international aid to developing countries. It is broadly divided into grants (money given as a gift) and loans (which have to be paid back with a low sum of interest). Japan's ODA budget for 2002 was 910.6 billion yen, accounting for about a quarter of the total global ODA budget.

place is healthcare. The main forms of cooperation are the dispatch of experts and the hosting of trainees. However, there are also many joint research projects. One example of this is the Prostate Cancer Early Detection and Early Diagnosis Project, which was implemented by Miyagi Prefecture and Jilin Province.

- B) Projects in the healthcare field also include the transfer of public health systems as well as education and dissemination activities. One example of this is the Mother and Child Health Card Project being implemented in Indonesia by Saitama Prefecture.

4) Agriculture

- A) In the field of agriculture as well, the main forms of cooperation are the dispatch of experts and the hosting of trainees, with the aim of achieving technological transfer. In addition, there are many joint research projects aimed at improving crop varieties and cultivation technology.

- B) Technological transfer mainly focuses on the transfer of cultivation technologies for specific crops. One example of this is the Project to Support the Self-Reliance of Young People in Mongolian Agriculture (2002), which was implemented by Shariki Village in Aomori Prefecture and Dornot Aimag in Mongolia.

- C) There are also many joint research projects that will have mutual benefits. One example of this is the Joint Research Project Aimed at Selecting Chinese-Grown Soybeans Suitable for Processing (1998), which was implemented by Niigata Prefecture and Heilongjiang Province.

5) Overall Characteristics

- A) Cooperation takes place in fields that fall within the remit of local authorities domestically as well, such as environmental conservation, agricultural technology, urban planning and the protection of cultural assets, and involve the transfer of know-how and technology relating to 'public goods'.

- B) In addition to independent projects implemented by local authorities, the number of international cooperation projects that involve society as a whole, including NGOs, research institutes, educational institutions and businesses, is increasing.

- C) Hard cooperation projects, such as those involving the construction of facilities and the provision of expensive equipment, tend to be small in scale and few in number.

- D) Characteristics of local authority projects not seen in ODA include cooperation projects based on the assumption that they will benefit both parties, such as joint agricultural research.

4. Case Study: Medical Cooperation Between Niigata Prefecture and Heilongjiang Province

1) Overview of International Cooperation

- A) In 1979, Niigata City, the capital of Niigata Prefecture, concluded a friendship city agreement with Harbin, the capital of Heilongjiang Province. In 1983, Niigata Prefecture signed a friendship treaty with Heilongjiang Province. Since then, based on that treaty, both sides meet each year to discuss the content of their

cooperative initiatives and it has evolved into a dynamic relationship.

- B) One example of this is fact that between 1984 and the end of 2001, Niigata Prefecture hosted a total of 181 government-funded students (and trainees) from Heilongjiang Province. In addition, Niigata City has hosted 71 government-funded students from Harbin.

- C) It is not only local authorities of Niigata Prefecture that are involved in international exchange. For example, more than 30 groups play a supporting role in Niigata City's international exchange and cooperation activities with Northeast Asia, including three research institutes, five universities and 21 NGOs (Figure 2).

2) Heilongjiang Province and Harbin City Medical Technology Cooperation Project

- A) The aim of this project, in which Niigata and Heilongjiang are equal partners, is the transfer to both sides of medical technology relating to leukemia.

- B) Japanese hospitals, which are skilled in Western medicine, will provide Western therapeutic techniques for leukemia to the Chinese side. At the same time, they will receive information about treatments that use traditional Chinese medicine. This will lead to an improvement in medical technology in both Japan and China, as well as improving the welfare of the citizens of Niigata Prefecture.

- C) In October 2001, a group from the Prefectural Cancer Center made a study visit to China and engaged in the exchange of medical technology with Heilongjiang Provincial Hospital. During this visit, a specialist doctor gave a lecture on the chemotherapy treatment of leukemia; this lecture was well received and became the catalyst for the cooperation project.

- D) The prefectural government took on the role of coordinator in 2001 and a regional cooperation group was established, comprising representatives from major medical institutions within the prefecture, such as Niigata Prefectural Cancer Center, Niigata University and Niigata Citizens' Hospital. Niigata Prefecture then applied to the Japanese government for funding as an ODA project.

- E) In 2002, this project was adopted as one of the Japanese government's ODA projects. At present, it is a three-year plan running from 2002 to 2004, with technological transfer due to be implemented using the ODA budget. In fiscal 2003, a team of Chinese doctors and nurses has spent six months in Niigata, while a team of Japanese doctors and nurses was dispatched to Heilongjiang for a shorter period.

5. Conclusion and Issues

- 1) Japan's local authorities are involved in the transfer of technology and know-how regarding 'public goods' through international cooperation in fields that fall under their remit in Japan as well, such as environmental conservation, healthcare and agricultural technology. In particular, they have begun to play a vital role in cooperation that directly targets local citizens in the recipient country.

- 2) However, given the severe economic downturn, it is

- becoming difficult to gain the Japanese people's approval for international cooperation, as it does not contribute directly to improving their lifestyles.
- 3) In particular, the following two actions are necessary in order to promote cooperation in which local citizens can participate.
 - A) Expanding the use of the central government's ODA budget and relieving the burden on local finances.
 - B) Contracting out projects as much as possible, in order to promote the involvement of NPOs, universities and research institutes in international cooperation. Greater disclosure of information about contracting systems, standards for selection and evaluation methods are needed.
 - 4) Thus, it is necessary to strengthen regional cooperation between the government, local authorities and NPOs. By doing so, it is anticipated that an increased spillover effect will be seen to arise from ODA, from the government to local authorities, and thence to provincial NPOs.

Figure 1. Amount of Spending on International Projects Independently Funded by Local Authorities (Initial Budget)

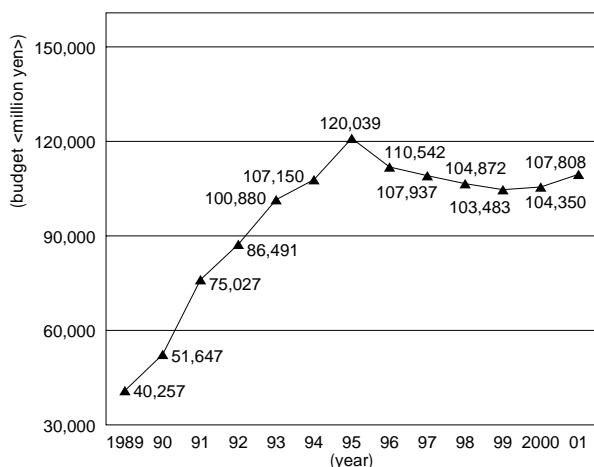


Table 1. New Trends in the Government and Diet: Cases Where International Cooperation by Local Authorities has been Affirmed

Date	Details
Jun 1997	Economic Planning Agency Committee on Economic Cooperation Policy (経済協力政策研究会) releases <i>Towards Sustainable Economic Cooperation</i> (持続可能な経済協力に向けて)
Jan 1998	Economic Planning Agency Committee on Economic Cooperation Policy releases <i>Towards Further Reforms of Economic Cooperation</i> (経済協力の一層の改革に向けて)
27 Jan 1998	Council on ODA Reforms for the 21 st Century (Advisory Body to the Minister for Foreign Affairs) releases its <i>Final Report</i>

03 Jun 1998	4 th House of Councillors Committee on International Issues (参議院国際問題調査会(第4期)) delivers its <i>Final Report</i> to Chairman Saito, proposing strengthened Diet participation in ODA and the drawing up of an outline of a draft <i>Basic Law on ODA</i> .
17 Sep 1998	LDP House of Councillors Project Team on the <i>Basic Law on ODA</i> (参議院自民党ODA基本法検討プロジェクトチーム) (Chaired by Ichita Yamamoto), Announcement of a draft <i>Basic Law on ODA</i> (the Yamamoto Draft)
Oct 1998	JICA International Cooperation Training Centre (国際協力総合研修所) releases its <i>1999 Basic Survey on Promotion of the Community Participation Model of Cooperation - Participation of Local Authorities in International Cooperation Projects: Phase 1 Report</i>
1 Aug 1999	Release of the <i>Interim Report on ODA</i>
Nov 2000	JICA International Cooperation Research Centre releases its <i>Participation of Local Authorities in International Cooperation Projects: Phase 2 Report</i>
Dec 2001	Japan Bank for International Cooperation (JBIC) commissions a <i>Survey of Local Authority Involvement</i> from Mitsubishi Research Institute

Table 2. Organizational Chart of International Cooperation

