

JANIC Issue Paper No.1

NGOs and Development Effectiveness in Japan
Strengthening Advocacy, Accountability and NGO Support

May 2010

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The opinions shown in this paper are those of the authors and do not necessarily represent the policy or commitments of JANIC.

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Executive Summary

This issue paper aims to provide an outline of the current discussions on NGO (Non-Governmental Organisation) development effectiveness in Japan for further promoting it among Japanese NGOs in preparation for the Fourth High Level Forum of Aid Effectiveness in Seoul, South Korea, in 2011. This paper first explains the general background of the aid effectiveness issue and then examines the situation in which Japanese NGOs are operating. Finally this paper will propose several issues to be discussed for Japanese NGOs. This issue paper proposes the following four activities for promoting aid effectiveness of ODA and development effectiveness of NGOs in Japan.

The first is to promote an aid effectiveness agenda among government's officials, journalists and politicians in Japan. NGOs have to watch the status of the government's process of implementing the indicators of the Paris Declaration on aid effectiveness. During such a process, NGOs have to, for example, promote aid predictability as well as information disclosure of Japanese ODA. At the same time, advocacy activity on the aid effectiveness of ODA towards journalists and politicians is important since they have a strong influence on the reform of Japanese ODA.

The second issue is that Japanese NGOs should review their own past achievements and promote discussion on how to contribute in the most effective and quick manner for achieving MDGs and wider development including human rights and social justice. Since many Japanese NGOs have been working in Asian countries, their approaches have been shifting to better meet the changing economic and social context of the region. We should learn from such experiences, put it to good use for the poverty problem in other areas such as Africa, and contribute to international discussion.

The third issue is to stimulate more discussion among Japanese NGOs on downward accountability. Since Japanese NGOs have been emphasising in understanding the local people for better intervention, the discussion by Japanese NGOs may contribute well to international discussion on this issue.

The fourth issue is to initiate discussion to improve the Japanese government's NGO support scheme. Because Japanese political and legal structures have not yet been constructed to support Japanese NGOs effectively, the existing discussion has to continue to promote better support to Japanese NGOs. This includes the idea that Japanese ODA should improve its support to NGOs and civil society in developing countries as well.

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Abbreviation

Abbriv.	Full Name	Remarks
AAA	Accra Agenda for Action	
AG	Advisory Group	
ALPS	Accountability Learning and Planning System	
BOND	British Overseas NGOs for Development	
CONCORD	la Confédération européenne des ONG d'urgence et de développement	European NGO Confederation for Relief and Development
CSO	Civil Society Organisation	
DAC	Development Assistance Committee	
DFID	UK Department for International Development	
DPJ	Democratic Party of Japan	
DoL	Division of Labor	
ECOSOC	The Economic and Social Council	
EU	European Union	
HLF	High Level Forum	
ISG	The Independent International CSO Steering Committee on Accra High Level Forum	
ISO	International Organization for Standardization	
JANIC	Japan NGO Center for International Cooperation	
JICA	Japan International Cooperation Agency	
LDP	Liberal Democratic Party	
MDGs	Millennium Development Goals	
MoFA	Ministry of Foreign Affairs	
NGO	Non-Governmental Organisation	
NPO	Non-Profit Organisation	
NPO	Non-Profit Organisation	
ODA	Official Development Assistance	
OECD	Organisation for Economic Cooperation and Development	
PBAs	Program Based Approaches	
PD	Paris Declaration	
PIUs	project implementation units	
PPA	Partnership Programme Agreements	
PWYF	Publish What You Fund	
SR	Social Responsibility	
SWAPs	Sector-Wide Approaches	
TICAD	Tokyo International Conference on African Development	
UKAN	UK Aid Network	
UN DCF	UN Development Cooperation Forum	
WP-EFF	Working Party on Aid Effectiveness	

1. Introduction

1-1. The Purpose and Structure of the Issue Paper

This issue paper aims to provide discussion points to members of Japanese NGOs working in international cooperation in terms of advocacy towards Japanese ODA and development effectiveness of NGOs as a starting place.

The Fourth High Level Forum (HLF) on Aid Effectiveness will be held in Seoul, South Korea in November 2011. It is expected that NGOs will be an important part of participants. Since the discussion on the aid effectiveness issue derived from the Paris Declaration has not been so vigorous in Japan, it is important to promote such discussion. Also while it has been expected that the CSO/NGO development effectiveness issue will be on the agenda in Seoul, Japanese NGOs also have to contribute to such discussion because they have cumulated rich and profound experiences in development over the past few decades, especially in the Asian region. As a network NGO in Japan, JANIC considers that this is one of our mandates to provide discussion points to further deepen the debate.

This issue paper will explain the recent aid effectiveness discussion as a whole and show its direction. Also it explains the discussion among international NGOs. Afterwards, discussion points will be proposed based on the characteristics and situation of Japanese NGOs.

This issue paper has been funded by the Daiwa Anglo-Japanese Foundation. Also there has been collaboration with BOND (British Overseas NGOs for Development), a network NGO in Britain by the support of the Daiwa Anglo-Japanese Foundation. We are grateful that the Daiwa Anglo-Japanese Foundation, which contributed to this important work that is an advanced area within the realm of development aid. Since it is almost impossible to find any organisation in Japan to fund this area of work, this issue paper itself manifests the need for financial support to new social issues.

1-2. The Trend of Aid Effectiveness Discussion

The issue of aid effectiveness has recently been gaining attention, notably due to the end of the Cold War. After the Cold War, the poverty level, mainly in Africa, has stagnated and the poverty issue in developing countries has been increasingly considered as a global issue rather than an issue specific to each country. This resulted in the adoption of the Millennium Development Goals (MDGs) in 2000. Next was the adoption of a request to

increase ODA resources at the Monterrey International Conference on Financing for Development in 2002, that aimed to increase financing from developed countries to developing countries to support the realisation of the MDGs¹. Then the effective use of such financing has become another important issue. The first official meeting on aid effectiveness was held in 2002 in Rome, Italy. As a whole, the MDGs have shown what the world should aim for, the Monterrey conference showed the amount needed to achieve the MDGs, and the aid effectiveness discussion demonstrated the importance to use limited resources effectively.

In 2005, the Second High Level Forum (HLF) on Aid Effectiveness was held in Paris, France, and the Paris Declaration on Aid Effectiveness was adopted, indicating the objectives and numerical indicators to be achieved within five years. This Paris Declaration has highlighted the recent discussion of ODA reform. In 2008, the Third High Level Forum was held in Accra, Ghana, to review the mid-term situation and the Accra Agenda for Action (AAA) was adopted to complement the Paris Declaration. In 2011, the Fourth High Level Forum is planned to be held in Seoul, South Korea. And it is expected that the progress will be assessed and a new direction will be discussed.

International CSOs/NGOs have been adopting the process of the Paris Declaration (here-in-after call the PD process) since 2006 and started to play the role of a watchdog from outside. CSOs/NGOs are welcoming the PD process because it makes the use of ODA resources more effective to achieve the MDGs, and CSOs/NGOs are requesting donors to implement it fully and comprehensively immediately.

On the other hand, the presence of emerging donors has been increasing comparing to the slow progress of financing from traditional donors². Though the total amount that the emerging donors have been contributing to developing countries is much smaller than what the traditional donors had been disbursing, it is also true that the significance and impact of such emerging donors' contribution has been increasing³.

¹ The first initiative to allocate ODA by 0.7% of Gross Domestic Products (GDP) (currently referred to as Gross Domestic Income: GNI) of developed countries was adopted at the General Assembly of the United Nations in 1970. Since the original plan was to achieve 0.7% of ODA/GNI ratio by mid 1970s, it has been a long overdue discussion. For details, see at Global Issue web page at: <<http://www.globalissues.org/article/35/foreign-aid-development-assistance>>.

² In 1990, the average ODA/GNI ratio by the OECD member countries was 0.35%, but it dropped to 0.25% in 1997. Although the total ODA volume recovered the level of 1990 by the year 2000 and is continuously increasing, the ODA/GNI ratio was merely 0.3% of GNI recently. This means that ODA expenditure has not been fully recovered even at the level of 1990. The details are also provided at the Global Issue web page above.

³ A World Bank report (IBRD/World Bank, 2007, p.154) revealed that the private organisations such as

Therefore, the diversity of players in development aid including CSOs/NGOs has been actively acknowledged at the Third High Level Forum in Accra and it was agreed that the aid effectiveness discussion has to consider including such different players.

The global financial crisis and political changes also have influenced the aid effectiveness discussion. Due to the financial crisis in 2008, the level of ODA has stagnated. But the effort to achieve the MDGs should continue because the importance of aid effectiveness has been mounting. As for the political aspect, conservative governments have been emerging in European countries and it is expected that the level of collaboration in development aid in terms of aid effectiveness may be slowed down. But some people also expect that the existence of the European Commission could make the situation stable. In the United States and Japan, liberal governments came to power and it is expected that approaches by these governments towards poverty reduction may be more flexible and more enthusiastic than previous ones. Since the US and Japan constitute a large portion of the global ODA, this may be a good opportunity to make positive progress on ODA reform.

The role of CSOs/NGOs has been shifting from a watchdog to a more active participant to the PD process. Also the effectiveness of CSOs/NGOs activities in developing countries has been gaining an attention because CSOs/NGOs either in developed and developing countries play vital roles as the aid providers⁴. This CSOs/NGOs effectiveness issue was widely recognised at the Third High Level Forum in Accra in 2008 and it will be further discussed at the Fourth High Level Forum in Seoul in 2011.

Japanese NGOs for international cooperation have to engage actively with such international discussion and share Japanese NGOs' issues and problems and eventually provide tangible inputs on the CSOs/NGOs development effectiveness discussion. In order to achieve these things, Japanese NGOs have to agree on what is to be discussed and proposed to the international debate based on the experiences and situations of Japanese NGOs. Because Japanese NGOs have been in a peculiar situation in terms of social and financial environment compared to other developed countries, it is necessary that the discussion takes such a situation into consideration. This issue paper has a mandate to

the Bill and Melinda Gates Foundation had contributed US\$ 14.7 billion between 2001 and 2005. Meanwhile, non-OECD countries had contributed US\$ 2.5 billion (ibid. p.15). Since the ODA contribution by OECD member countries allocated about US\$ 100 billion in 2007, the contribution by private and non-OECD countries has not been significant. But still it can be said that their impact has been growing.

⁴ One research tells that CSOs/NGOs have been contributing the amount that is equivalent to 15% of total ODA (Tvedt, 1998).

promote such discussion among Japanese NGOs.

1-3. Regarding the term: NGO and CSO

Since the term CSO has been more widely used in the debate of aid effectiveness and development effectiveness, it has increasingly been recognised that organisations that help people in developing countries are not only NGOs but also other agencies such as workers' union, religious groups, community organisations, special interest groups like disabled people's groups etc. However, in Japan, the term NGO is more popular than the term CSO especially to refer to organisations that help people in developing countries. Therefore this issue paper uses the term NGO for Japanese organisations and CSO/NGO or simply CSO for mainly other countries (both developed and developing).

2. Aid Effectiveness Discussion and CSOs

This Chapter explains the aid effectiveness discussion until now and its relationship to CSOs. In 2-1, the aid effectiveness discussion, mainly on ODA, will be presented and CSO development effectiveness will be explained in 2-2. In 2-3, issues raised by CSOs are to be presented. And finally in 2-4, the findings from our visit to the UK will be summarized.

2-1. Background of Aid Effectiveness discussion

The Paris Declaration is an important starting point for the aid effectiveness discussion. Hosted by OECD (Organisation for Economic Cooperation and Development), DAC (Development Assistance Committee), the Paris Declaration was adopted at the Second High Level Forum in Paris in 2005 signed by 91 countries and international organisations and some CSOs/NGOs. It is a non-binding international commitment that means that the Paris Declaration is not an international legal obligation but requests all signatories to follow the contents as much as possible. It requests the mutual responsibility and participation between donors and developing countries⁵.

The Paris Declaration has five principles that were derived from the analysis of past aid practices in order to improve effectiveness. These are (1) [ownership] the strengthening ownership of aid receiving countries, (2) [alignment] the improvement of alignment of donor aid practice to the system of aid receiving countries, (3) [harmonisation] the increasing harmonization of aid practices of different donors, (4) [managing for results] the focusing on results that promotes to have a transparent and monitorable performance assessment framework in all aid receiving countries, and (5) [mutual accountability] the heightening of the sense of accountability in both donors and aid receiving countries. The Paris Declaration sets indicators to assess the progress of each principle. The target year is 2010, five years after the Paris Declaration was adopted. Though some indicators might have some doubt of credibility in assessment data, it is a quite new attempt to make a comprehensive assessment on aid effectiveness that has never existed before. Therefore the Paris Declaration holds its own value and importance to be achieved.

Overall, CSOs welcomed⁶ the Paris Declaration as it may improve the

⁵ In the Paris Declaration, the developing countries are called as “partner countries.”

⁶ NGO Statement on Aid Effectiveness (2005) is made at :<www.un-ngls.org/orf/cso/cso7/NGO-Statement.pdf>.

effectiveness of ODA toward realizing the MDGs. However, at the same time, CSOs were not involved in writing the Paris Declaration and CSOs' ideas and contentions were not reflected. There are three main arguments that CSOs are pressing in order to improve the Paris Declaration (ISG, 2008). The first is that the ownership principle needs an explicit explanation on "democratic ownership." This means that each aid receiving country has to strengthen its democratic practices rather than simply having donors emphasize the ownership of the developing country's government. Therefore the democratic ownership principle would promote the participation of local councils, local governments, civil society organisations, community organisations, private companies, etc (ibid, pp.3-6). The second CSO argument concerns the fact that the Paris Declaration does not recognise CSOs as entities in their own right⁷. CSOs have wider roles in development aid such as promoting democracy, promoting social movement, advocating on government policies, offering civic education, providing analysis and research, providing social services, etc. Therefore the independence of CSOs and the positive role of CSOs should be recognised (ibid, p.6). The third critic addressed by CSOs to the Paris Declaration is that it does not include any indicators to assess poverty reduction and international human rights. The indicators of the Paris Declaration focus on narrow aspects of aid delivery and procedure but do not question how much aid contributes to reducing poverty and improving human rights. CSOs are insisting that the Paris Declaration should include human rights, democratic practice, gender equity, and environmental concerns in the assessment indicators (ibid, p.3). Also CSOs pointed out that it was necessary to strengthen accountability of ODA towards the people in developing countries (ibid, pp.4-5, 6-8), and to make the High Level Forum open in a participatory manner (ibid, p.10).

The Third High Level Forum (HLF) on Aid Effectiveness was held in Accra in September 2008 and the mid-term assessment on the indicators in the Paris Declaration was revealed (OECD, 2008). The result said that the direction of implementation had been right but that the pace of implementation was very slow (ibid, p.12). Accra HLF adopted the Accra Agenda for Action (AAA) and requested all donors and aid receiving countries to progressively implement the Paris Declaration. The added value of the AAA was to recognise the emerging donors and other development actors, the importance of capacity development, South-South cooperation that promotes mutual cooperation among developing countries,

⁷ Advisory Group on Civil Society and Aid Effectiveness (2007), Para 54.

and social responsibility of for-profit private companies. Though the AAA recommends all development actors to progressively adapt to the principles of the Paris Declaration, it is a non-binding target, whereas it is not clear how much such recommendation will be followed. CSOs had tried to input their own views into AAA in order to achieve the Paris Declaration faster and make the contents more progressive (ISG, 2008; Better Aid, 2008) but such attempts were not successful, especially since the AAA did not have clear timelines and the numerical objectives that CSOs had pushed for. The AAA rather expresses stronger requests to all donors to make more efforts to implement the Paris Declaration in wording only.

We still do not know yet the exact agenda at the Fourth High Level Forum on Aid Effectiveness in Seoul, South Korea, in November 2011. But there are good indicators of the possible agendas. CSOs would like to raise issues such as making the commitment by ODA providers and recipients more time bound and with more tangible targets. Also CSOs would argue that the Paris Declaration should go beyond narrowly defined aid delivery indicators and therefore include more specific indicators in terms of human rights and social justice. Donors also have their own agendas such as aid effectiveness in fragile states, South-South cooperation and capacity development, etc. Some donors may ask to scale down Program Based Approaches (PBAs) such as General Budget Support (GBS) since donors who want to use ODA as diplomacy may promote more independent style assistance by taking advantage of the moderate assessment of PBAs. Since AAA acknowledged the existence of wider participants to development aid (AAA, para19a), it is expected that deeper discussion will be taking place in Seoul and will lead to greater insight.

Some argue that the aid effectiveness discussion should be administered by the Development Cooperation Forum (DCF) of UN ECOSOC because it is designed to have a multi-stake holder gathering that could be a better fit for this kind of discussion⁸. OECD/DAC is an organisation for developed countries but other entities such as developing countries, CSOs, and international foundations still remain as observers. At this moment, there is no indication if the UN DCF will be considered to be a hosting organization for Seoul in 2011.

⁸ The proposal by Eurodad is referred at <<http://www.eurodad.org/aid/article.aspx?id=124&item=02560>>. The similar opinion has reportedly been argued by Better Aid.

2-2. Background of Development Effectiveness for CSOs⁹

Until the Third High Level Forum on Aid Effectiveness in Accra in 2008, CSOs were considered as outsiders to the PD process and mainly a watchdog. The official process of the Paris Declaration has been managed by OECD/DAC especially donor countries and CSOs have not been part of it. OECD/DAC formulated a Working Party on Aid Effectiveness (WP-EFF) to manage the official PD process. Since there have been some arguments around 2006 that the PD process should include CSOs, WP-EFF created another group called the Advisory Group on Civil Society and Aid Effectiveness (AG)¹⁰. The AG consisted of three CSOs from the South, three CSOs from the North, three developed country governments, and three developing country governments¹¹. The AG has managed to organise several consultations before Accra HLF and has produced some important recommendations (Advisory Group on Civil Society and Aid Effectiveness, 2007, 2008a, 2008b).

Originally, the PD process has been managed by WP-EFF that consisted of 23 donors, 23 governments from developing countries and international development institutions such as the World Bank, etc. OECD/DAC has been supporting WP-EFF as a secretariat. Therefore, the PD process was started as a place to discuss ODA. However, it was soon recognised that CSOs had to participate in this process one way or another, and the AG was formulated, as mentioned above.

Since only six CSOs have participated in the AG, CSOs have created a greater body to organise themselves so that many CSOs/NGOs were able to be part of the wider process. The Independent International CSO Steering Committee on Accra High Level Forum (ISG)¹² was formulated and this has played a role to represent and organise

⁹ The similar information can be referred at the website of the Open Form for CSO Development Effectiveness <<http://www.cso-effectiveness.org/-history-of-the-process,017-.html?lang=en>>.

¹⁰ The terms of reference of the Advisory Group can be found at the Advisory Group on Civil Society and Aid Effectiveness (2007), Annex A. According to the terms of reference, the AG explores the roles of CSOs/NGOs in the context of the Paris Declaration, and provides recommendation of the result to the WP-EFF and the Third High Level Forum in Accra.

¹¹ CSOs from developing countries include Afrodad, TWN/Africa, IBON/Reality of Aid. CSOs from developed countries are CCIC, CARE International, Actionaid International. Governments from developing countries are Zambia, Rwanda, Nicaragua. And the governments from developed countries include Canada, France and Norway.

¹² ISG can be also called Civil Society International Steering Group (ISG). The Website of the Better Aid says that the ISG was established in January 2007 on the occasion of the World Social Forum at Cairo, Egypt. The chairperson is the representative of IBON (Tony Tujan Jr.), and the membership is open to any CSOs/NGOs. There are 20 members enlisted on the website; ActionAid; Alliance 2015, Network of six European NGOs; ALOP, Asociación Latinoamericana de Organizaciones de Promoción; ANND, Arab NGOs Network for Development; AWID, Association for Women's Rights in Development; CCIC; Civicus; Concord; Eurodad; Ghana Forum on Aid Effectiveness; IBIS, Denmark;

CSOs/NGOs at the Third High Level Forum at Accra, Ghana.

It has been increasingly recognised that the role of the CSO/NGO is not just a watchdog to official donors and recipient governments but also as a development actor in its own right. At the multi stake-holder meeting in Gatineau (near Ottawa, Canada), in February 2008, major CSOs/NGOs gathered and agreed to start discussing CSO/NGO development effectiveness¹³. CSOs/NGOs have made clear that the Paris Declaration cannot be directly applied to CSOs/NGOs because the roles, functions, and values of CSOs/NGOs must be different from official donors and recipient governments. But the contents of such CSO effectiveness were not clear yet and no agreement on the contents could be made among CSOs/NGOs by the time of the Accra High Level Forum. Therefore, CSOs/NGOs decided to form a special body to discuss this issue in preparation for the Forth High Level Forum in 2011. It is called the Open Forum for CSO Development Effectiveness (the Open Forum)¹⁴.

Following the Accra HLF, the AG and ISG completed their mandate. Then Better Aid¹⁵ has taken over the function of coordination between CSO/NGO and WP-EFF. Now, Better Aid sends two members¹⁶ to the Executive Committee of WP-EFF as official members. Therefore, the role of CSO/NGO has been shifting from a watchdog outside of the PD process to an inside member who can exercise more direct influence on the process. Today, it can be argued that direct participation of civil society to the PD process, which was strongly requested before the Accra HLF, has been achieved and the level of democratic organisation and transparency has been greatly enhanced.

In summary, Better Aid is playing a role to coordinate between CSO/NGO and official donors and recipient governments. And the Open Forum has been working to formulate a discussion of CSO effectiveness worldwide. Illustrated concept of these organisational changes is posted at the end of this paper (Graphic Figure 1).

IBON Foundation, Philippines; Interaction, U.S.A.; International Trade Union Confederation; Reality of Aid; SEND Foundation, Ghana; Social Watch, International Network; Third World Network; UKAN, UK Aid Network; WIDE,

<http://betteraid.org/index.php?option=com_content&task=view&id=5&Itemid=6>

¹³ Tomoko Honda and Mamoru Endo, both have been policy advisors of JANIC, have attended the meeting as delegates from Japan.

¹⁴ <<http://www.cso-effectiveness.org/>>

¹⁵ <<http://www.betteraid.org/>>. It is an international CSO platform to advocate the effectiveness of aid activities. The web site of the Better Aid says as follows; "BetterAid unites over 700 development organisations from civil society, and has been working on development cooperation and challenging the aid effectiveness agenda since January 2007. BetterAid is leading many of the civil society activities including in-country consultations, studies and monitoring, in the lead up to the Fourth High Level Forum on Aid Effectiveness (HLF-4) in 2011. €35

¹⁶ The Co-chairs of Better Aid, Tony Tujan and Cecilia Alemany are now the representative to WP-EFF from CSOs.

2-3. Major Issues in CSO Development Effectiveness

CSOs/NGOs have been expressing important issues that have been dealt by CSOs/NGOs in order to improve the Paris Declaration. Below shows the three of such issues, the one is about the term “development effectiveness,” the second is CSOs’ opinions on the Paris Declaration, and the third is CSOs’ own effectiveness to contribute to realise wider development including achieving MDGs.

It may be important to explain why CSOs organized a group called “the Open Forum for CSO Development Effectiveness” rather than “CSO Aid Effectiveness.” The criticism of CSOs for the Paris Declaration has been that the indicators of the Paris Declaration tend to focus on narrow technical issues of efficient use of aid resources. But CSOs insist that “accountable aid relationships based on real ownership can help to support democracy and the empowerment of poor and marginalised people to claim their rights (ISG, 2008, p.3).” And “aid should be understood as a ‘global public good’, to be held in trust for those living in poverty.” From this perspective aid delivery is only effective if it is truly an instrument for realizing justice and human rights, characterized by “conditions which permit free human development of persons and communities” (Advisory Group on Civil Society and Aid Effectiveness, 2008, p.3, para12). This shows that CSOs consider that development has to be tightly connected with the concepts of justice and human rights. At the same time, CSOs pose doubts about some donors’ attitude: “some donors have attempted to reduce the Paris agenda to a technical process for managing aid flows and lowering transaction costs, and have pushed much of the responsibility for change onto recipients. But reforming the aid system cannot be a ‘neutral’ technical process.” (ISG, 2008, p.3). From these understandings, it can be said that CSOs do not deny the Paris Declaration but say it is not enough. CSOs especially consider that the Paris Declaration should not limit itself within the realm of achieving MDGs but should include the concepts of justice, human rights and democracy, which are core concepts of development effectiveness. Therefore, CSOs use the term “development effectiveness” rather than “aid effectiveness.”¹⁷

¹⁷ The Japanese government also promotes “development effectiveness” rather than “aid effectiveness.” This has been observed through discussions between Japanese NGOs and the government over aid effectiveness of ODA. The first instance is that the Japanese government’s argument and CSO’s argument coincide with each other on the point that the Paris Declaration focuses on narrow technical issues rather than wider development issues. However, the intention of CSO and Japanese government seems different in the meaning of wider development. CSO insists that the donors should progressively achieve the Paris Declaration indicators and pay more attention to supporting the poor directly by being involved in justice and human rights rather than promoting “policies of economic liberalisation which have benefited companies from donor countries but harmed the interests and rights of poor and vulnerable people,

CSOs have expressed their views on the five principles of the Paris Declaration (ISG, 2008: Advisory Group on Civil Society and Aid Effectiveness, 2008a, 2008b). Regarding ownership, CSOs say that democratic ownership is an important aspect which is missing in the Paris Declaration (ISG, 2008, p.4). But in some developing countries, democracy has not been fully exercised and therefore outside help, especially help for strengthening the capacity of local CSOs/NGOs, would be important (Advisory Group on Civil Society and Aid Effectiveness, 2008a, pp.13-14). As for alignment, the policy and strategy of developing countries' governments are not usually fully reflecting the needs of the poor and some people may be left out when all aid focuses only on the recipient government's policy and strategy. Therefore CSOs requests donors to align not only with the recipient government's strategy but also with the local governments and other local counterparts' policies and strategies. Human rights should also be regarded as an important indicator (Advisory Group on Civil Society and Aid Effectiveness, 2008a, pp.14-15). As for harmonisation, "CSOs are concerned that an excessively rigid application of these principles to CSOs could stifle initiative, hamper innovation, or divert energies from other pursuits. This suggests a balanced application of these principles that would certainly involve the promotion of more collaborative, comprehensive, and inclusive approaches but would also respect the need for diversity, division of labour and innovation" (Advisory Group on Civil Society and Aid Effectiveness, 2008b, p.2). CSOs further point out that donors and recipient governments should try to include CSOs/NGOs more in Sector Wide Approaches but also should care about smaller CSOs/NGOs that work in remote and left out areas from such sector activities (ibid, p.14; AG, 2008a, pp.15-16). As for mutual accountability, CSOs request donors and recipient governments to be more transparent and to disclose information as timely as possible. CSOs say that beneficiaries should receive such information and should participate in the assessment processes (ibid, pp.17). As for managing for results, CSOs say that the assessment framework should emphasize more on quality and participatory approach, and also should include social indicators such as human rights, democratic practice, etc. CSOs request that such principles and accountability principles "should be used for measuring

especially women and girls (ISG, p.8)." The Japanese government seems to appreciate industrial development for economic growth and eventual poverty reduction by using loans. Also the Japanese government does not seem to be enthusiastic to progressively achieve the Paris Declaration indicators but rather they try to keep the level and quality of the objectives of the Paris Declaration to a minimum. Especially the objectives for more untied aid, using the recipient governments' financial system, and using joint missions have not been progressively implemented by the Japanese government. Also the NGO support by the Japanese government has not been well developed as mentioned in 3-1-1 of this paper. Therefore both the CSOs and the Japanese government seem to have similar views on the limitations of the Paris Declaration but demonstrate quite different ways to overcome such limitations.

meaningful change and promoting accountability to intended beneficiaries. This requires a shift away from current practices that emphasize quantitative indicators and upward accountability to donors” (Advisory Group on Civil Society and Aid Effectiveness, 2008b, p.3).

In addition to these issues, the enabling environment for CSOs is an important issue. CSOs request all stakeholders to recognise the creation of an enabling environment for a vibrant, democratic, and diverse civil society as a basic requirement for CSO effectiveness. At the same time, CSOs recognise the importance of transparency and accountability of CSO’s operation (Advisory Group on Civil Society and Aid Effectiveness, 2008b, p.3-4).

2-4. British CSOs and Development Effectiveness

So far, this paper has reviewed the global discussion on the aid effectiveness of ODA and the development effectiveness of CSOs’ activities. Meanwhile, each country’s CSOs have been actively promoting advocacy activities on its own ODA and CSOs’ development effectiveness. JANIC has collaborated with BOND (British Overseas NGOs for Development) and has learned about the situation of development effectiveness in the UK through discussions held in December 2009. This section reviews the case of the UK.

2-4-1. Advocacy on British ODA by CSOs

Followings are what JANIC has learned regarding UK NGOs’ advocacy activity towards ODA. UK Aid Network (UKAN) was set up in 2004 and has been playing a central role in this advocacy. UKAN is focusing on the quantity and quality of the UK’s ODA during the period between 2009 and 2011¹⁸. UKAN is monitoring the pledge by the UK government whether it achieve 0.7% of ODA/GNI ratio by 2013 without debt cancellation. Also UKAN is monitoring how the UK government will fulfil the AAA. It also has been discussing on the crucial issues of ODA such as the general budget support, programme based approaches, conditionality, evaluation, technical assistance, transparency, alternative aid modality, and so on. UKAN has been closely collaborating with the policy group of BOND for international advocacy activities. Also UKAN contributes some articles to the AidWatch¹⁹ published by

¹⁸ The strategy of UKAN in 2009-11 can be referred at <<http://www.ukan.org.uk/index.php?id=51>>.

¹⁹ Aidwatch is the activity led by the European NGO called CONCORD that is monitoring quality and quantity of ODA by EU and EU member countries. It publishes annual report. For details, see at: <<http://www.concordeurope.org/Public/Page.php?ID=25122>>

CONCORD.

Regarding the adoption of the Paris Declaration after 2011, Gideon Robinowitz, the Coordinator of UKAN, mentioned that the Paris Declaration does not sufficiently reflect the views and the ideas of CSOs and the public in developing countries because it was originally developed by donors, and hence it does not cover the quality of aid. For example, the Paris Declaration does not have clear indicators for the untying of aid, mutual accountability and technical assistance. He also stressed that the Paris Declaration talks about the division of labor (DoL) among donors but does not have an indicator. But he pointed out that the idea of aid predictability might be too progressive to achieve. He explained that a succession to the Paris Declaration should be discussed and developed together with societies of developing countries.

Regarding the transparency of aid, the ~~English~~ Publish What You Fund (PWYF) is playing a central role in the international campaign. PWYF was established in 2008. Karin Christiansen, secretary general of PWYF, mentioned that PWYF is an independent organisation from other major network NGOs, because transparency has to be paid attention as sole issue, which should not be mixed up with other different issues that the established network NGOs are handling.

There were a few recommendations made by organisations, such as BOND, UKAN, PWYF and WaterAid for Japanese NGOs' advocacy towards its ODA. First, presenting an assessment on Japanese ODA made by its NGOs would benefit international NGOs in enhancing to understand Japanese ODA. They encouraged Japanese NGOs to come forward with more information on Japanese ODA so that they can appeal the issues Japanese are facing to the global media together with international issues of ODA. Second, it is important to question the Japanese government about why it is reluctant to promote the idea of aid predictability because they say predictability undermines financial independence while many African countries are already dependent on foreign aid. Third, promoting institutional decentralisation of Japanese ODA structure is of vital importance because the lack of decision making power at the local level may hinder its effective participation. For example, DFID has decentralised its structure in order to make the local level engagement more effective.

In Japan, as handful of NGOs are engaged in ODA advocacy with limited experience, improving its quality of advocacy activity is a pressing issue. On the other hand, there are many NGOs in the UK that are engaged in ODA advocacy, and therefore its quality

is not regarded as a big issue. Glen Tarman, Policy manager of BOND, mentioned that there is a certain level of divisions of labor among different NGOs so that each NGO plays an expected role. UKAN arranges the discussion between DFID and NGOs selected that are more qualified to join the issues. It also seems that the relationship between NGOs and DFID has matured based on mutual trust. From this point of view, it may be important for Japan to build more progressive partnership between NGOs and the Japanese government, enabling Japanese NGOs to improve their ability in making quality recommendations on ODA issues.

2-4-2. Development Effectiveness of British CSOs

BOND has 333 member organisations and offers advocacy and supports the capacity development of each member. DFID has supported BOND from 2009 for promotion of the “NGO Effectiveness Program.” This programme supports (1) creating a framework of NGO development effectiveness, (2) collection of good practices and analysis on improvement of partnership among various stakeholders, (3) constructing healthy organisational culture etc. BOND also emphasises the importance of the rights of and accountability of aid receiving people in developing countries.

In the UK, the framework of NGO development effectiveness has been recently initiated. Alex Jacobs, a board member of BOND, said that listening to community members and aid recipients is the most important aspect of NGO development effectiveness. Since NGOs in the UK have their own capacity, they have been developing various activities and services. For example, the Quality Group in BOND conducted activities for quality improvement to its member organisations, and other specialised organisations provided services to strengthen organisational capacity, and other framework such as “ALPS”²⁰ by ActionAid and “Quality Framework” by VSO²¹. Therefore there has been less reliance on the Open Forum for CSO Development Effectiveness so far in this matter. But since NGOs in the UK have been accumulating capacities for NGO effectiveness to a certain level, they are planning to participate actively in the Open Forum for CSO Development Effectiveness. While there are various tools and initiatives in the UK that contribute to the development effectiveness of NGOs²², it has been considered that smaller NGOs may not be able to utilise

²⁰ Accountability Learning and Planning System (ALPS) shows the framework of engagement between local community and partner organisations during the process of activity (planning, budgeting, monitoring, and reviewing). The details can be referred in the website of the ActionAid.

²¹ These are introduced at the website of BOND.

<http://quality.bond.org.uk/index.php?title=VSO%27s_Quality_Framework>

²² ~~Corresponding~~ “Responding to NGO Development Effectiveness” authored by One World Trust and World Vision

such tools and initiatives. This problem of lack of organisational capacity of smaller NGOs may be similar to the situation in Japan.

Julian Srodecki, Effectiveness Programme Manager of BOND, suggested that Japanese NGOs should : (1) strengthen advocacy to donors on creating an enabling environment and (2) ensure downward accountability on top of the existing JANIC Accountability Self Check 2008. For creating an enabling environment, BOND has been organising a working group to discuss advocacy to donors with 150 member organisations. For example, DFID has a scheme called PPA²³ (Partnership Programme Agreements) that is a comprehensive funding programme, in which its working group discuss the PPA reform for further improvement in the future.

introduces various tools and initiatives developed by NGOs in British as well as other countries to improve development effectiveness.
<<http://www.oneworldtrust.org/csoproject/images/documents/Responding-to-NGO-Development-Effectiveness-Initiatives-OWT-WV-122-2009.pdf>>

²³ PPA is a DFID's strategic funding scheme in support for CSO/NGO based on the agreement of the purpose and the outline of the activity without detailed indicators or budget items. Details can be referred at <<http://www.DFID.gov.uk/Documents/publications/ppa/add-ppa-2008-11.pdf>>.

3. Japanese NGOs and Development Effectiveness

This chapter explains the general situation surrounding Japanese NGOs that deal with overseas aid and the development effectiveness issue.

3-1. Situation of Japanese NGOs and their issues

When we consider the situation of Japanese NGOs, there are two aspects: (1) organisational and financial aspect, and (2) operational aspect. These two aspects will be examined as follows.

3-1-1. Organisational and Financial Aspects

It has been known that the general situation surrounding Japanese NGOs that deal with international cooperation is quite distinctive from that of NGOs in other western developed countries. The first reason for this is that the amount of money that the average individual donates to NGOs or other socially important non-profit organisations is much smaller than that in western developed countries. For example, a 2007 survey revealed that while US\$ 250 billion (\$ 852 per person) in private donation for non-profit organisations was raised in the US and US\$ 11 billion (\$ 189.6 per person) in the UK, only US\$ 1.64 billion (\$ 12.8 per person) was raised in Japan (Yamauchi et al., 2007²⁴). One reason for this is that the tax exemption legislation does not provide good incentive for this aspect of donation expenditure. While the NPO (Non-Profit Organisation) Act was enacted in 1998²⁵, the enactment of the tax exemption legislation has not been finalised yet. The new Democratic Party's administration, which gained a majority in the Japanese Diet (legislature) in September 2009 has been considering an option for widening the tax exemption in order to stimulate popular participation in public activities under the concept of "new public" so that non-profit organisations including NGOs could raise more contribution from the public. At the same time, there could be another reasons for less public contribution to NGOs. The issues here are that there has not been any formal development education to study the poverty

²⁴ Although the original text of Yamauchi et al. (2007) indicated the figures in Japanese Yen, the author of this paper converted them to US dollars.

²⁵ According to Pekkanen (2006), the Japanese Civil Law, enacted in late 19th century, promotes the establishment of private for-profit organizations but not of private non-profit organizations. It provides legal status for a very limited category of public interest cooperation. Therefore the Civil Law has prevented the acknowledgement of private non-profit organizations. The 1998 NPO Act fills this gap so that it became easier to establish NPOs and NGOs. At the same time, article 89 of the Japanese Constitution prohibits financial support to private organizations that are not subject to public control. Some argue that this article prevents non-profit organizations in Japan to flourish but Pekkanen points out that the assessment on the effect of article 89 is not universal.

issues of developing countries comprehensively in the formal school education system in Japan²⁶. Also it has been widely believed among the Japanese public that poverty is not the problem of Japanese society but one in which people do not make great efforts to help themselves²⁷. For this reason, though many Japanese citizens generously contribute to emergency relief activities especially due to natural disasters, not many Japanese people show the same level of sympathy towards the needs for aid of people under protracted poverty in developing countries. At the same time, some UN agencies that use famous figures in Japan²⁸ are able to raise huge sums of money. Though this suggests that a good PR strategy could make a difference in raising money, the results are not guaranteed because the tax exemption legislation on donation money is still very limited.

The financial support from the Japanese government to NGOs has been significantly improved recently because of the persistent efforts by NGOs. For example, the government made an improvement in supporting emergency activities by humanitarian NGOs. Also other support schemes by the Ministry of Foreign Affairs and JICA (Japan International Cooperation Agency) for development NGOs have been improved and the amount has been increasing.

However, the overall situation has not yet reached the level of other developed countries. For example, this can be seen in an international comparison of the government's subsidy level to NGOs. Among OECD member countries, the average government support for domestic NGOs was 2.0% and 2.4% of its ODA budget in year 2006 and 2007 respectively. During the same period, the contributions of major developed countries were as follows: the Netherlands (17.9% and 13.9%), Ireland (9.8% and 11.0%), Denmark (5.4% and 6.3%), and the UK (2.9% and 6.8%). In the case of Japan, the government contributed only 0.9% and 1.5% (MoFA, 2010). Also the Japanese government's contribution to NGOs is basically meant to subsidise NGO projects that usually correspond to the government's

²⁶ The Ministry of Education provides the support in international education but it does not actively deal with development issues such as poverty. Although the Ministry of Foreign Affairs and JICA provide some kind of development education for domestic students, it ends up being an advertisement for the Japanese government's ODA. This means that it does not encourage critical thinking about poverty. An NGO named Development Education Association and Resource Center (DEAR) promotes education development with other NGOs. The detail can be referred at <<http://www.dear.or.jp/eng/index.html>>.

²⁷ This thinking has been raised in the recent poverty problem in Japan by Yuasa (2008) and Poverty Research Group (2009).

²⁸ UNICEF Association in Japan appoints a very famous actress in Japan as a goodwill ambassador for many years and has successfully been raising a good sum of money. And some other UN agencies in Japan and other large foundation follow the similar campaign.

mandate and preference. Therefore, to this day, support for capacity development, core budget and other advocacy activities of NGOs have not been well developed. Also the procedures of required reporting and financial book keeping is very complicated and tends to be micromanaged. Though it may be difficult to reform in the short term, it is hoped that the Japanese government views NGOs as equal partners and improve financial support in the longer term. At the same time, since private charity foundations use similar ways to provide financial support to NGOs as the Japanese government does, Japanese NGOs do not have a real alternative to strengthen their general capacity.

On the other hand, one of the characteristics of Japanese NGOs is that the size of each organisation is very small compared to that of other developed countries. While some larger NGOs have been emerging recently, 61% of the 275 NGOs that are mainly engaging in overseas aid activities do not exceed the scale of US\$ 200,000 annual budget. This means that it is difficult to hire even several full time staff. According to one study, among 4,152 non-profit organisations in Japan, the average staff number is 0.5 people per organisation. Only 1.6% of non-profit organisations have more than 5 staff members (Yamauchi by Pekkanen, 2006). At the same time, only 27.1% of Japanese NGOs have the status of a legal institution²⁹. In the US, large international NGOs such as CARE and World Vision have US\$ 371 million and US\$ 330 million annual budget, 10,000 and 11,000 staff, and have overseas offices in 63 countries and 88 countries respectively. And all NGOs in the US hold the status of a legal institution (Pekkanen, 2006). Therefore the Japanese NGOs sector remains at the small size on average, and many NGOs do not even have the status of a legal institution.

3-1-2. Operational Aspects

Japanese NGOs' activities in international cooperation have been explained as continuously holding the view point of grassroots organisations in order to serve people in need by building relationships with them (Mizoue, 2007)³⁰. Shigeta explains the historical

²⁹ In Japan, 94.1% of agricultural organisations and 100% of religious organisations have the status of a legal institution. In this regard, the reality that many Japanese NGOs are not entitled to the legal status is not a common feature even within Japan.

³⁰ There are several publications that help to understand the characteristics of Japanese NGOs: "Hot wind of Shapla Neer," (Shapla Neer, 1989), and "Challenges of an NGO, 10 years of history of Japan Volunteer Center," (JVC, 1989). Recently, Eiichi Sadamatsu has authored a book titled "Either development aid or social movement? Reviewing the raison d'être of NGO," (2002) explains an NGO's experience to build trust with community people in Nepal. These books are written in Japanese language.

background of these characteristics. Around 1980, due to the refugees issue in the Indochina region, several Japanese NGOs were established. He writes “the very basic stance of Japanese NGOs development aid was to support people who had not been covered by international agencies and also to support those people’s self reliance. Japanese NGOs’ activities at the time were to open local offices in Asian countries, sending Japanese experts and staff to provide technical assistance and distribute emergency provisions. The goal was to provide services directly in the categories of ‘rescue / reconstruction’ or ‘charity / welfare’ activities” (Shigeta, 2005). He continues: “Local NGOs and community organisations have been established for this purpose. Then the Japanese NGOs’ role shifted from provider of aid to supporter of local organisations to become self-sufficient. Today, some Japanese NGOs are playing a role of catalyst: supporting local organisations indirectly to stimulate people’s participation for promoting empowerment” (ibid). Those Japanese NGOs have lengthy experience working in Asian countries and the role of Japanese NGOs has been evolving as the local situation has been changing. Japanese NGOs have played the role of a catalyst for participatory development, a collaborator in creating co-existence of people and natural environment, a promoter of Asian traditional resources and skills, and an advocator for Asian local NGOs and the community to improve government policies.

Shigeta (2005) pointed out four issues for Japanese NGOs. The first is that it is necessary to construct new development principles that lead to tolerance for co-existence in Asian societies. By the term ‘co-existence’, the author means a new vision or a new possibility for a just and inclusive society in Asia that can be envisioned through theories of social development and endogenous development. The second issue is to improve and promote participatory development by reviewing past experiences. The third is to promote development in education that leads to self-reflection on the lifestyles of Japanese people themselves that will in turn lead to policy recommendations and campaign activities aimed at the Japanese government and the world for the purpose of creating a just and inclusive society. And the fourth is that it is important to establish a network among Asian NGOs as equal partners. Adding to these four issues, he pointed out the necessity to deepen understanding on accountability of NGOs.

The next topic covers Japanese NGOs’ advocacy experience. Japanese social movements up to the 1970s had a style of confrontation with the government for example the large scale labor disputes, political anti government activities including anti-war movements during the Viet Nam war, anti pollution movements etc. Meanwhile Japanese NGOs that deal

with international cooperation emerged early 1970s with very small numbers. And such NGOs didn't have much influence in Japanese society at the time because international development issues didn't capture much interest of Japanese population. However, refugee incidences in Indochina region around 1980 gained strong attention in Japan and many Japanese NGOs emerged this period to help such refugees. Those new NGOs had mainly a humanitarian mission so that many NGOs kept a distance from political affairs in order to swiftly and smoothly carry out their missions. During certain period of time, such political detachment was a regular stance of the majority of Japanese NGOs contrary to other Japanese social movements that showed strong anti government tendency for many years. However, in the early 1990s, some NGOs started to appeal to wider Japanese public even if they held some disagreement with the government. The typical case was the opposition movement by Japanese NGOs to Japanese ODA's plan to provide chemical fertilizer to Cambodia in the early 1990s. NGOs appealed based on environmental concerns and eventually the government withdrew the plan. This was a successful case where Japanese NGOs altered ODA's practice (Kim, 2007). Another case was the NGO advocacy campaign against Japanese ODA's scheme called "Grant Aid for the Increase of Food Production" known as KR2 (Kennedy Round 2). There was an issue regarding the disposal of depleted pesticide that was originally given by the Japanese government to the Mozambique government under the KR2 scheme. As a result of NGOs' campaign around 2000, the Japanese government decided to abolish the KR2 scheme³¹. This was an exceptionally successful campaign in Japan because NGOs influenced the alteration of the ODA scheme itself³². However, overall ODA has not had much influence from NGOs' advocacy campaigns and the above cases are considered an exception. And most NGOs have been remaining hesitant to criticise government's policies, despite these few successful campaigns.

Recently some advocacy campaigns have been growing and participation by ordinary Japanese citizens have been increasing. Since the periodical consultation meeting between NGOs and the Ministry of Foreign Affairs was established in 1996, there are some important movements within NGOs such as the debt cancellation campaign at Okinawa G8

³¹ The detail can be referred at <http://www.paw.hi-ho.ne.jp/kr2-net/en_fr/index.html>.

³² Eventually, the KR2 as an ODA scheme was abolished, but another similar scheme called "the Grant Aid for Underprivileged Farmers" was created in 2005. This means that the government simply renamed without virtual change of the contents in the scheme. It is evidenced in the government's document at <http://www.mofa.go.jp/Mofaj/gaiko/oda/kaikaku/ugoki/sochi/3_komoku/3_30kai.html> in Japanese language. Yet, it should be noted that whereas the scheme was only renamed, it was unprecedented that the issue was raised by NGOs and hence ODA scheme was amended by their campaign.

Summit in 2000, the White Band campaign at Gleneagles G8 Summit in 2005, G8 Summit NGO Forum at Hokkaido G8 Summit in 2008, and CSO activities at TICAD IV in 2008.

On the other hand, it is not easy for ordinary small size Japanese NGOs to participate in an advocacy campaign as a central figure. As pointed out earlier, this is because most Japanese NGOs are small in size and do not have much financial capacity to continuously hire the necessary human resources³³. There has been an implicit understanding among ordinary citizens in Japan that the work of NGOs should be on a voluntary basis with no salary. As a result, NGOs are viewed as non-professional entities. Therefore, many NGOs are facing difficulties to secure quality human resource specialising in policy and advocacy³⁴. Secondly, many Japanese NGOs have been emphasising the non-political nature of their activities so they have been avoiding advocacy campaigns and even policy dialogue with government ministries. During the Liberal Development Party's (LDP) regime in Japan from 1955 until 2009³⁵, administrative procedures and simple rules of the government's offices have been regarded as same as the LDP's political policies. Under such a situation, policy dialogue with line ministries or even advocacy activities against the government's offices were considered as political activities.

The political regime change in Japan in 2009 has become a solid opportunity to change people's perception and to argue that the government policies are public assets and people have the right to engage in policies. The new ruling party, the Democratic Party of Japan (DPJ), is also promoting people's participation in the policy dialogue and policy making.

³³ The Labor environment of Japanese NGOs for international cooperation has been gradually improving for the past decade. In 1999, the NGOs that have proper regulations on work place and salary accounted for only 40%, but they increased up to 60% in 2005. In addition, other fringe benefits such as retirement allowance, child-care / nursing leave, and other social welfare payments have been provided. On the other hand, the ratio of staff who receive less than JPY 3 million (about US\$ 33 thousand) of annual salary has been reduced from 66% in 1999 to 55% in 2005 but still the average annual salary is around JPY 3 million. This salary level is fairly low compared with the employment conditions of private sector in Japan.

³⁴ Pekkanen (2006) strongly supported this aspect of Japanese civil society organisations. He pointed out that the specialisation of Japanese CSOs has long been refrained due to its political effects while there are many existing small local community organisations holding more political power. Though some professional and industrial organisations such as Farmers Cooperatives (Nokyo), Medical Doctors Association and the Federation of Economic Organisation (Keidan-ren) have been played strong political influence in Japan, there has been almost no CSOs/NGOs that can play a central role in advocacy on government policies. As such, Pekkanen described this situation as "dual civil society" in which CSOs/NGOs with little advocacy influence and substantial number of community organisations with political power are co-existing throughout Japan.

³⁵ The LDP's dominance on Japanese politics was briefly posed during August 1993 until April 1994 when a coalition of small political parties was formed as a majority coalition. But the LDP returned to the ruling coalition in 1994 and regained power in 1998 as a major political player again. Therefore, such brief absence of LDP in ruling parties are often overlooked in the Japanese political history and the sweeping victory of the Democratic Party of Japan in September 2009 is considered as a real and first regime change in a post WWII political regime (so called 1955 political order) in Japan.

With this new trend, it can be said that policy dialogue and advocacy activities are gradually becoming accepted as one of the legitimate activities of NGOs.

3-2. Japanese NGOs' engagement in the discussion of Aid Effectiveness on ODA

Japanese NGOs have begun to engage in the discussion of aid effectiveness regarding the PD process on Japanese ODA in 2008. During 2008, the ad hoc committee met three times to discuss the issue of aid effectiveness between the government (mainly the MoFA: the Ministry of Foreign Affairs) and NGOs but could not produce a visible achievement. After the Accra High Level Forum (HLF) in September 2008, the discussion between the Japanese government and Japanese NGOs has stagnated. But this has changed after the reorganisation of MoFA and both parties agreed to establish a standing committee. The first meeting was held in March 2010.

When examining the results of the survey administered by the OECD in 2008, some issues of Japanese ODA seem to emerge. For example, the number 4 indicator of the Paris Declaration recommends "50% of technical co-operation flows are implemented through co-ordinated programmes consistent with national development strategies." The result for the Japanese government is 74% and 76% in year 2005 and 2007 respectively (ibid, p.93). The average of all donors are 48% and 60%, implying that Japanese government results are good. But such figures should be re-examined to confirm what kind of data was used. And indicator number 5 regards how much aid for the government sectors uses country systems of public finance and procurement. Japanese ODA used 21% and 61% through the procurement system in 2005 and 2007, and 29% and 62% through the public financial system (ibid, p.94). However, the average donors used 39% and 43% through the procurement system, and 39% and 45% through the public financial system. The Japanese government's figure is less than the average in 2005 but it well exceeded the average in 2007. It is quite interesting how Japanese ODA uses the aid receiving countries' own system for aid disbursement. This also requires re-examination of the data. Indicator number 6 recommends reducing the stock of parallel project implementation units (PIUs) by two-thirds. Japanese ODA had only 2 PIUs in both year 2005 and 2007 in 32 countries. Other similar size donors such as the European Commission (EC) had 204 and 105 PIUs in 32 countries, the World Bank had 223 and 79 PIUs in 32 countries, the UN had 314 and 296 PIUs in 33 countries, and the British government that is promoting Program Based Approaches (PBAs) had 37 and 18 PIUs in 20 countries (ibid, p.95). Traditionally, since Japanese ODA has been

demonstrating detailed technical assistance to strengthen the capacity of developing countries, it could be said that it is a surprising result. This also should be re-examined. Indicator number 8 is to reduce tied aid. Japanese ODA showed 89% and 95% of its aid was untied in 2005 and 2007. The average of all donors is 75% and 88% respectively (ibid, p.98). Japanese ODA's result is very good. However, the characteristics of Japanese ODA are that the proportion of loan in ODA is greater than that in grants, and grants and technical assistance have been mostly tied. Therefore, the re-examination of data is of crucial³⁶.

The OECD/DAC has been conducting peer review for ODA activities of each member country. The aid effectiveness agenda became one of the issues to be reviewed. In October 2009, the peer review mission visited Japan and the mission interviewed Japanese NGOs collectively. On that occasion, Japanese NGOs expressed their concerns regarding the aid effectiveness of Japanese ODA. The results of the peer review are expected to be public by mid 2010. And it will be a good opportunity for Japanese NGOs to make the best use of the information of the peer review for further deepening the discussion on aid effectiveness of ODA in Japan.

Concerning more effective ODA, the CSOs/NGOs are expected to play more roles than simply monitoring ODA. While it gradually becomes to institutionalise to involve the CSOs/NGOs in international ODA monitoring as a global trend, Japanese NGOs still lack the financial and human resources for conducting entire monitoring of Japanese ODA. Thus, it is vital for Japanese NGOs to strengthen their abilities on policy analysis/dialogue and advocacy towards Japanese government as well as the governments of developing countries where Japanese NGOs are operating. In order to implement such activities, increasing the financial support to NGOs is crucially important. At the same time, it is also important for CSOs/NGOs in developing countries to strengthen their capacities of policy analysis/dialogue and advocacy. For this, Japanese ODA has to reconsider the system of the financial support to CSOs/NGOs in both developed and developing countries, particularly in order to allow CSOs/NGOs to participate in Sector-Wide Approaches (SWAPs) together with safeguarding CSOs/NGOs that would be left out of SWAPs.

³⁶ While OECD/DAC accepts the rule that the tied aid is valid for grant aid and technical assistance, it is not easy to understand for general public. And international CSOs have been insisting to make grant aid and technical assistance untie for the purpose of streamlining and supplying ODA as a whole without making exception.

3-3. NGO Aid Effectiveness Activities in Japan: Accountability Assessment

When we review what has been happening in the development effectiveness activities of NGOs in Japan so far, the strengthening and the self-assessment of the organisational structure at the headquarters level have mostly been undertaken. This means that Japanese NGOs tend to focus on organisational accountability rather than effectiveness of their field operations.

From the point of view of funding agencies, it is not easy to see which NGO has enough capacity to implement the proposed activity among many NGOs. JANIC initiated a self-assessment to this effect for NGOs. The purpose of strengthening and self-assessing the organisational structure at the headquarters level was to provide better information to funding agencies and other external stakeholders to improve accountability. Though such self-assessment has not been used to help the decision making of funding agencies yet, it is expected that it may help the decision making of funding agencies and other organisations in the future.

There is another tool of accountability assessment that can be operated after September 2010 (ISO Central Secretariat, 2009). It is called ISO 26000, which is an international standard to see the level of Social Responsibility (SR) of any organisation. It aims to provide guidance for self-assessment but not to provide a certificate by a third party assessment agency. There were consultations about the contents of ISO 26000 by a domestic committee comprised of multi-stakeholders in each country concerned. In the case of Japan, there was a domestic committee established by the Japanese Standards Association. The domestic committee has been comprised of multi-stakeholders including representatives of NGOs. ISO 26000 can assess and certify the quality of organisations in terms of social responsibility, and thus, it will complement JANIC's self-assessment.

However, besides JANIC's self-assessment and ISO 26000 there are no tools to gauge the effectiveness of NGOs' field activities. Therefore, we need another assessment standard or criteria to evaluate NGOs' development effectiveness. JANIC has invited a specialist from BOND in the UK in February 2010 and organised a seminar on NGOs' accountability. What was derived from this seminar was the importance of downward accountability toward beneficiary population contrary to the previously emphasised upward accountability toward financial donors. At the same time, the mutual exchanges among various NGOs, community organisations and other groups working near each other as peers have been increasingly seen as important. Since each NGO cannot cover all the needs of a

community of developing country, the complementary relationship of different NGOs and other organisations may help strengthen NGOs' intervention to fulfil the demands of recipients. From this idea, the final recipients have rights to participate in NGOs' aid intervention and to know the financial status.

As discussed above, there have been some approaches regarding self-assessment of organisational structure and social responsibility of organisations. But at the same time, Japanese NGOs have to start looking into the possibility of NGO development effectiveness. Downward accountability is a particularly important point to discuss further.

4. Recommendations to Japanese NGOs toward Seoul

The Forth High Level Forum on Aid Effectiveness is planned to be held in Seoul, South Korea in November 2011. South Korea joined to be a member of the OECD/DAC in 2009. This means that South Korea has to take more responsibility in global issues as a developed country. The HLF in 2011 would encourage both the South Korean government and its NGOs to better understand the issue of aid effectiveness. On the other hand, the HLF in Seoul attracts the attention of NGOs because the concept of CSOs/NGOs effectiveness in development aid will be presented. Also the issue of emerging donors will be discussed.

In this chapter, after looking at issues and challenges for Japanese NGOs in terms of their own development effectiveness and advocacy towards ODA, four recommendations for Japanese NGOs in preparation for the Seoul HLF will be made.

4-1. Issues and Challenges for Japanese NGOs

From the discussion in chapter 3, the following issues and challenges for Japanese NGOs were identified.

First of all, having reviewed the aid effectiveness of Japanese ODA, we found that there was not enough discussion on the progress of its ODA regarding the indicators of the Paris Declaration as seen in 3-2 as well as AAA. It is important for Japanese NGOs to review the assessment of each indicator and deepen the discussion with the officials in the government agencies. Also it is vital for Japanese NGOs to share such information with other international CSOs/NGOs. Thanks to the change of power in the Japanese government, the new ruling party makes efforts to promote the participation of the general public in policy making. Therefore, this could be a good timing for NGOs as well to promote and provide policy dialogue and advocacy towards the governments as their legitimate activities.

Secondly, Japanese NGOs can learn from their own experiences which would contribute to the international discussions on CSO/NGO development effectiveness. Though Japanese NGOs have been accumulating vast experiences through their engagement mainly in Asian countries, such experiences and knowledge have not been well known in the international discussions.

Thirdly, though Japanese NGOs have a rich experience working with local community people, the accountability of NGOs has not yet been explicitly discussed by Japanese NGOs.

Fourthly, the issue of enabling environment is very important for Japanese NGOs.

Despite the fact that the activities on policy analysis/dialogue and advocacy place larger burden and costs on NGOs, such support scheme by the government and private foundations is not yet properly developed and provided.

4-2. Recommendation: What Japanese NGOs have to do for Seoul in 2011?

Based on the issues and challenges for Japanese NGOs identified above, this issue paper will make four recommendations, as listed below.

4-2-1. Advocacy to the government, journalists and politicians

For Japanese NGOs, the best approach for promoting aid effectiveness of ODA is to conduct advocacy activities to the Japanese governments' officials, journalists and politicians. For the government's officials, NGOs should play the role of a watchdog on the progress relating to the indicators in the Paris Declaration. Also details in the survey data must be re-examined by NGOs. It is important to continuously advocate for the importance of aid predictability and timely information disclosure to aid receiving countries and people because such information may be necessary to produce better budget and strategy for them. The ODA data and information by Japanese government's are precisely documented in terms of outputs and results of activities but are not enough in terms of planned information prior to project initiation. Furthermore, assessment and evaluation reports have a high degree of fluctuation, and there is absence of some information, especially the necessity and relevance of projects, environmental and social assessments. These advocacy activities may be undertaken through the current consultation framework between NGOs and the MoFA and on other occasions. Also it is important to promote advocacy activities on the aid effectiveness of ODA to Japanese journalists and politicians. What the Japanese government has to do in order to gain Japanese people's support is to properly understand their general opinions and to reveal the whole results of development projects, not just to advertise the benefits of ODA. Journalists and politicians have to promote wider discussion on this global issue. NGOs are able to help journalists and politicians for this purpose. Especially as the Fourth HLF will be held in one of our neighbouring country, it will be a good opportunity to contribute and to encourage more discussions in Japan through providing sensible and precise information to both journalists and politicians.

4-2-2. Review of NGO experiences

Japanese NGOs should promote discussions on how to contribute in the most effective and quick manner for achieving MDGs and wider development through reviewing NGOs' past experiences. While most Japanese NGOs are small, they have adopted own methods in different sectors and situations to make efforts to achieve the MDGs together with social justice, human rights and environmental protection. Many Japanese NGOs have been working mainly in Asia and those NGOs have experienced a qualitative shift in their aid practice as the historical backdrop and socio-economic situation has evolved in recipient countries. It is now necessary to learn from such experiences and analyse what can be applied to other areas where poverty is a major issue, such as in Africa. While an important point may be that the simple application of the Asian experience to the African context should be avoided, it is possible to derive useful knowledge and contribute it to the global discussion. If any development principle were formulated from this process, it would be very useful to Japanese NGOs.

4-2-3. Deepening the Discussion on Downward Accountability

The third issue is about downward accountability that must be actively discussed among Japanese NGOs. Since Japanese NGOs have emphasised the importance to understand the local context and people, the points raised by Japanese NGOs may contribute well to the international discussion on this issue. It may be of great use to demonstrate in the international debate about the Japanese NGOs' knowledge and experience of accountability for local community that are commonly and routinely accepted and practiced by them, if they can provide explicit explanation about their field practice on downward accountability. Since most of Japanese NGOs are small and do not have sufficient financial resource to document their experiences, the external support would be important to assist such performance. Simultaneously, it is useful for Japanese NGOs to examine existing international methods to secure downward accountability, if necessary. Therefore, promoting documentation of Japanese NGOs' experience and selective application of the existing methods of downward accountability is of vital importance.

4-2-4. Improving the Enabling Environment in Japan

The fourth issue is to initiate discussion to improve the Japanese government's NGO support scheme. The original discussion of the enabling environment was only about

the improvement of funding operations by developed countries to NGOs/CSOs in developing countries. But it should be considered that Japanese NGOs/CSOs have been facing a similar limitation as NGOs/CSOs in developing countries. Therefore the discussion of NGO support in Japan can be considered and discussed in order to improve the enabling environment of Japanese ODA in such a way that the Japanese NGOs/CSOs can function better. Since Japanese NGOs have been making continuous efforts to expand financial and institutional supports for NGOs by the Japanese government, further efforts are needed to produce better scheme for NGOs. This issue also has to include an increase of the funding level not only to Japanese NGOs but also to NGOs/CSOs in developing countries.

5. Summary

This issue paper aimed to provide an outline of the current discussions on NGO development effectiveness in Japan and to enrich debates of Japanese NGOs in preparation for the Fourth High Level Forum of Aid Effectiveness in Seoul, South Korea, in 2011. This paper first reviewed the general background of the aid effectiveness issue and then examined the situation in which Japanese NGOs have been operating. Finally this paper made recommendations to both Japanese NGOs and ODA.

The discussion of the aid effectiveness came to the forefront in aid practice after the Second High Level Forum (HLF) on Aid Effectiveness was held in Paris, France, in 2005, adopting the Paris Declaration on Aid Effectiveness that manifested the objectives and quantitative indicators to be achieved within five years. This Paris Declaration highlighted the recent discussion of ODA reform and set five principles of: (1) [ownership] the strengthening ownership of aid receiving countries, (2) [alignment] the improvement of alignment of donor aid practice to the system of aid receiving countries, (3) [harmonisation] the increasing harmonisation of aid practices of different donors, (4) [managing for results] the focusing on results that promotes to have a transparent and monitorable performance assessment framework in all aid receiving countries, and (5) [mutual accountability] the heightening of the sense of accountability in both donors and aid receiving countries. In 2008, the Third High Level Forum was held in Accra, Ghana, to review the mid-term situation and adopted the Accra Agenda for Action (AAA) to complement the Paris Declaration. In 2011, the Fourth High Level Forum is planned to be held in Seoul, South Korea, where the progress will be assessed and presented, and a new direction will be discussed.

Though CSOs, in principle, welcomed the Paris Declaration as it may improve the effectiveness of ODA toward realisation of the MDGs, there are three main critiques that CSOs has made in order to improve the Paris Declaration (ISG, 2008). First, CSOs stress that the ownership principle needs an explicit explanation on “democratic ownership” (ibid, pp.3-6). Second, CSOs are concerned that the Paris Declaration does not recognise CSOs as entities in their own right. CSOs insist that the autonomy of CSOs and the diverse role of CSOs should be recognised (ibid, p.6). Third, CSOs is critical about the Paris Declaration that lacks indicators to assess poverty reduction and international human rights. As such, CSOs assert that the Paris Declaration should include the essences of human rights,

democratic practice, gender equality, and environmental concerns in its assessment indicators (ibid, p.3).

On the other hand, the presence of emerging donors such as private foundations and non-OECD donors has been increasing compared with OECD member countries and donors whose financial assistance have continuously been at sluggish pace. The Third High Level Forum on Aid Effectiveness held in Accra in September 2008, positively recognised the role of those emerging donors, and hence, showed the needs to consider aid effectiveness including those new players. Simultaneously, the role of CSOs/NGOs has been increasingly recognised, not just as a watchdog to ODA donors and recipient governments but also as a development actor in its own right. In this context, the effectiveness of CSOs/NGOs has been discussed in order to present it at the Fourth High Level Forum on Aid Effectiveness in Seoul in 2011. Today, the Open Forum for CSO Development Effectiveness work to formulate a discussion of CSO effectiveness worldwide. In particular, the Better Aid is playing a role to coordinate between CSOs/NGOs and ODA donors and recipient governments in order to reflect their opinions in the Paris Declaration process.

From the case study of the UK, we have learned that many specialised NGOs collaborate each other for advocacy activity against its ODA in terms of monitoring and policy recommendations. And worldwide activity on improving transparency of ODA has begun. On the other hand, the debate on development effectiveness of NGOs has recently come up, and is becoming a prevailing topic. Whereas the NGOs in the UK have been providing various inputs to the international discussion, its domestic discussion places more priority on downward accountability.

In the Japanese case, it is likely that NGOs' development effectiveness is affected by the surrounding social environment and their own experiences. Fund raising is not easy for many Japanese NGOs because of the tax exemption legislature and other conditions that restrict wide donation. Compared with the cases of other developed countries, the size of Japanese NGOs are smaller and, making it difficult to secure human resources for policy dialogue and advocacy in particular. Majority of the Japanese NGOs have worked in the Asian region and have accumulated their experiences by fostering relationships of mutual trust with people in the target communities. While the activities for advocacy and policy

dialogue activities in Japan have been proactively promoted in the past decade, and the people's participation in policy making is now more encouraged by the new administration changed in 2009, Japanese NGOs are also expected to participate more in advocacy and policy making based upon their experiences in international cooperation. They also play a crucial role in monitoring the progress of Japanese ODA in the framework the Paris Declaration indicators. Furthermore, the discussion on the downward accountability of Japanese NGOs needs to be promoted together with organisational accountability.

This issue paper proposes the following four activities for promoting aid effectiveness of ODA and development effectiveness of NGOs in Japan.

The first is to promote an aid effectiveness agenda among the government officials, journalists and politicians in Japan. NGOs have to watch the efforts of government in the process of implementing of the Paris Declaration based on its indicators. During this process, NGOs have to, for example, appeal for ensuring aid predictability as well as information disclosure on the delivery of ODA to governments and people in recipient countries. At the same time, it is important to promote advocacy on the aid effectiveness of ODA towards journalists and politicians who have strong influences on ODA reform.

The second issue is that Japanese NGOs should review their own past achievements and inspire a discussion on how to contribute in achieving MDGs in the most effective and quicker manners, and conducting development in the wider context including human rights and social justice. Since many Japanese NGOs have worked in the Asian countries, shifting their approaches in response to the change of the local economic and social situations. We should learn from such experiences, and explore how we can properly apply them in other regions and countries facing poverty such as in Africa. This learning process will eventually contribute to the international discussion.

The third issue is to stimulate more discussion among Japanese NGOs on downward accountability. Having oriented to the hands-on approach in the field Japanese NGOs have endeavoured how best they can understand local citizens, the discussion on this issue by Japanese NGOs may further inspire the international discussions.

The fourth issue is to initiate discussion to improve the NGO support by the Japanese government. Since there is a lack of proper political and legal structures to effectively support Japanese NGOs in Japan, the existing discussion made in Japanese ODA must continuously focus on how best to support for NGOs/CSOs not only in Japan but also in

other countries.

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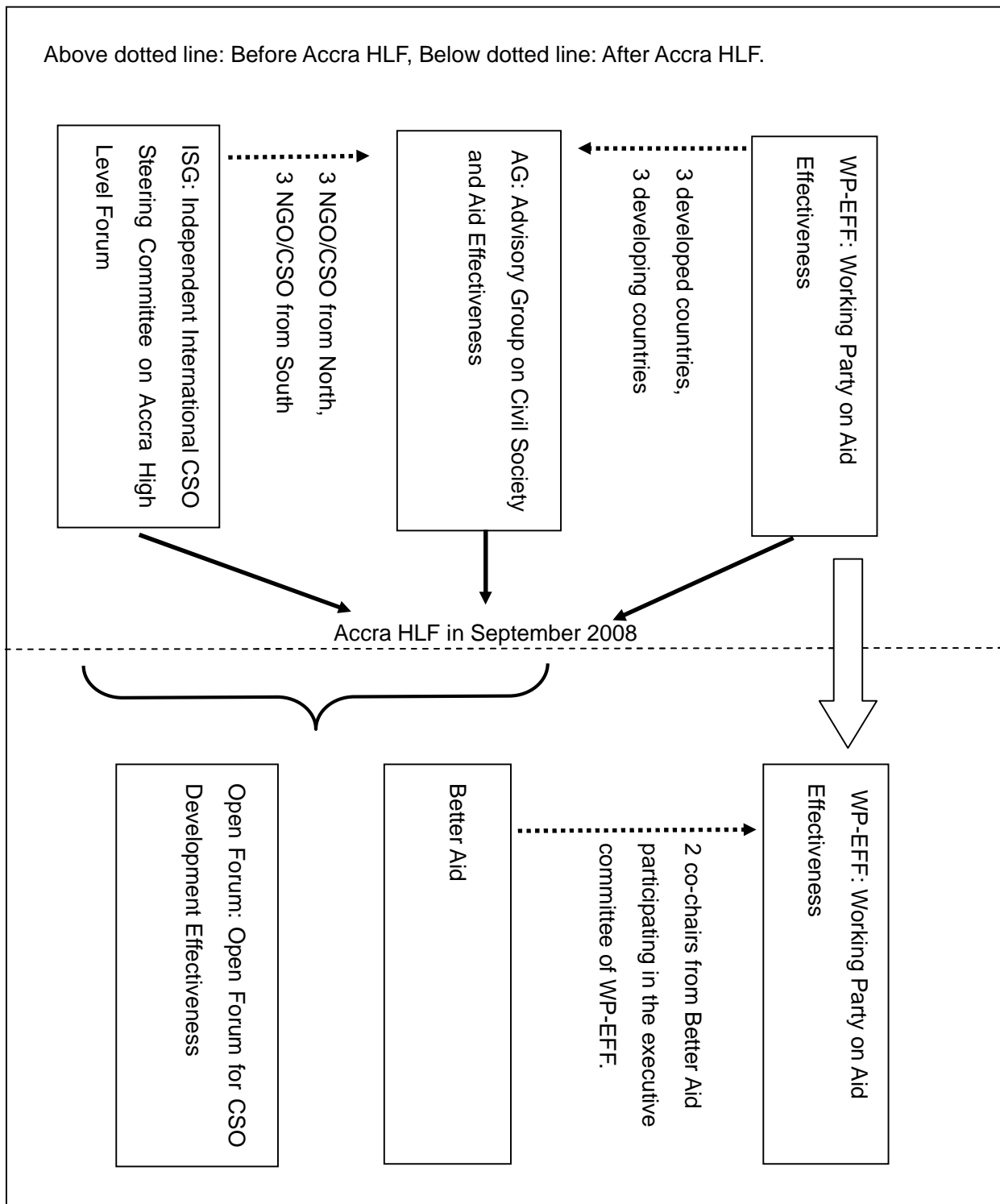
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Graphic 1. Illustrated concept of organizational changes



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