

---

# **Parliamentarians' Capacity Building Project on Accountability and Aid Implementation for Population and Development Issues**

---

## **Part I**

Meeting Room No.4, Members' Building No. 1, House of Representatives

7-8 July  
Tokyo, Japan

## **Part II**

Workshop Meeting  
United Nations University (UNU)

9-10 July, 2009  
Tokyo, Japan

## **Meeting Minutes**



# TABLE OF CONTENTS

FORMATION OF DE FACTO STANDARDS.....	4
ODA PROJECT FORMULATION MECHANISM.....	5
ODA PROVISION MECHANISMS.....	6

## **Part I**

OPENING .....	7
INTRODUCTORY SESSION .....	9

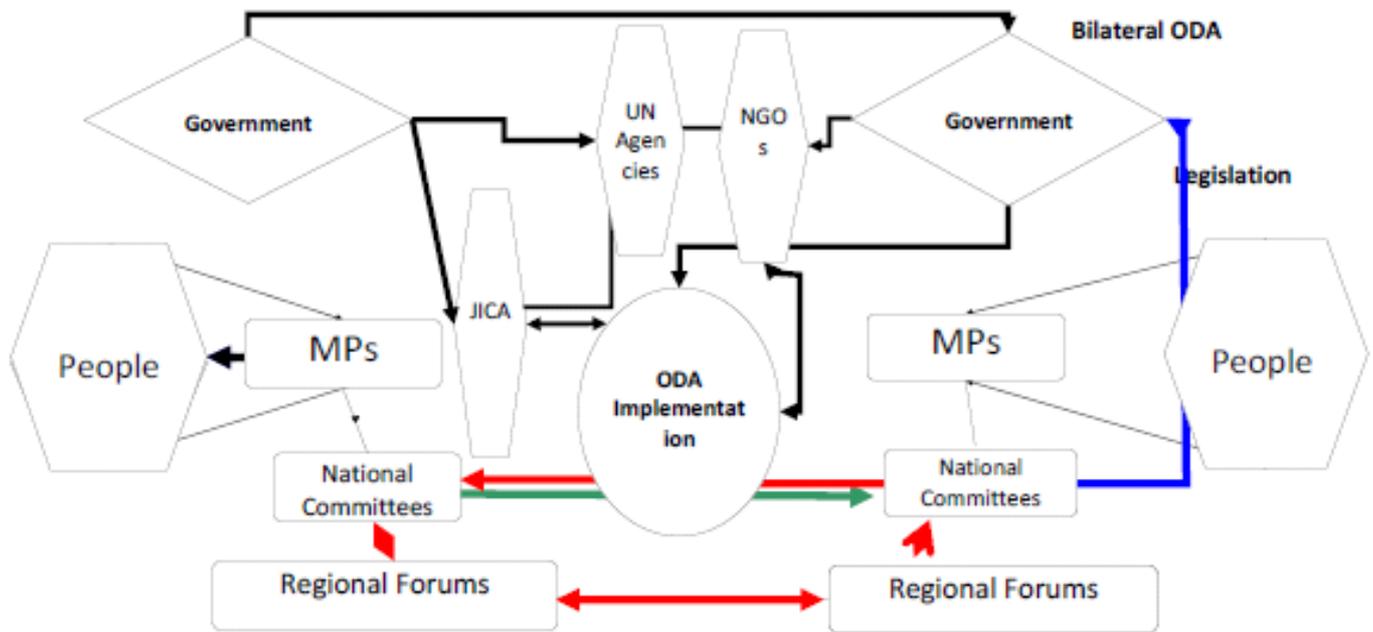
## **Part II**

OPENING CEREMONY.....	28
SESSION 1 .....	35
<i>ODA from UN and NGO Perspectives – for its Achievement</i> .....	35
Discussion.....	39
SESSION 2 .....	48
<i>Parliamentarians’ Role in Good Governance</i> .....	48
Discussion.....	53
SESSION 3 .....	61
<i>Standards of Accountability Set by Donor Countries/Agencies</i> .....	61
Discussion.....	68
SESSION 6 .....	78
<i>Challenges and Obstacles in Population and Development Issues, Part I</i> .....	78
<i>Challenges and Obstacles in Population and Development Issues Part II</i> .....	83
Discussion.....	88
SESSION 7 .....	93
Identifying the Tasks .....	93
Identifying the Tasks .....	96
CLOSING CEREMONY .....	98
IDENTIFYING THE ISSUES .....	100
RECOMMENDATIONS AND PRIORITY ISSUES .....	101
PROGRAMME .....	102
2009 WORKSHOP PARTICIPANTS .....	103
LIST OF ACRONYMS.....	106

Donor Countries

Recipient Countries

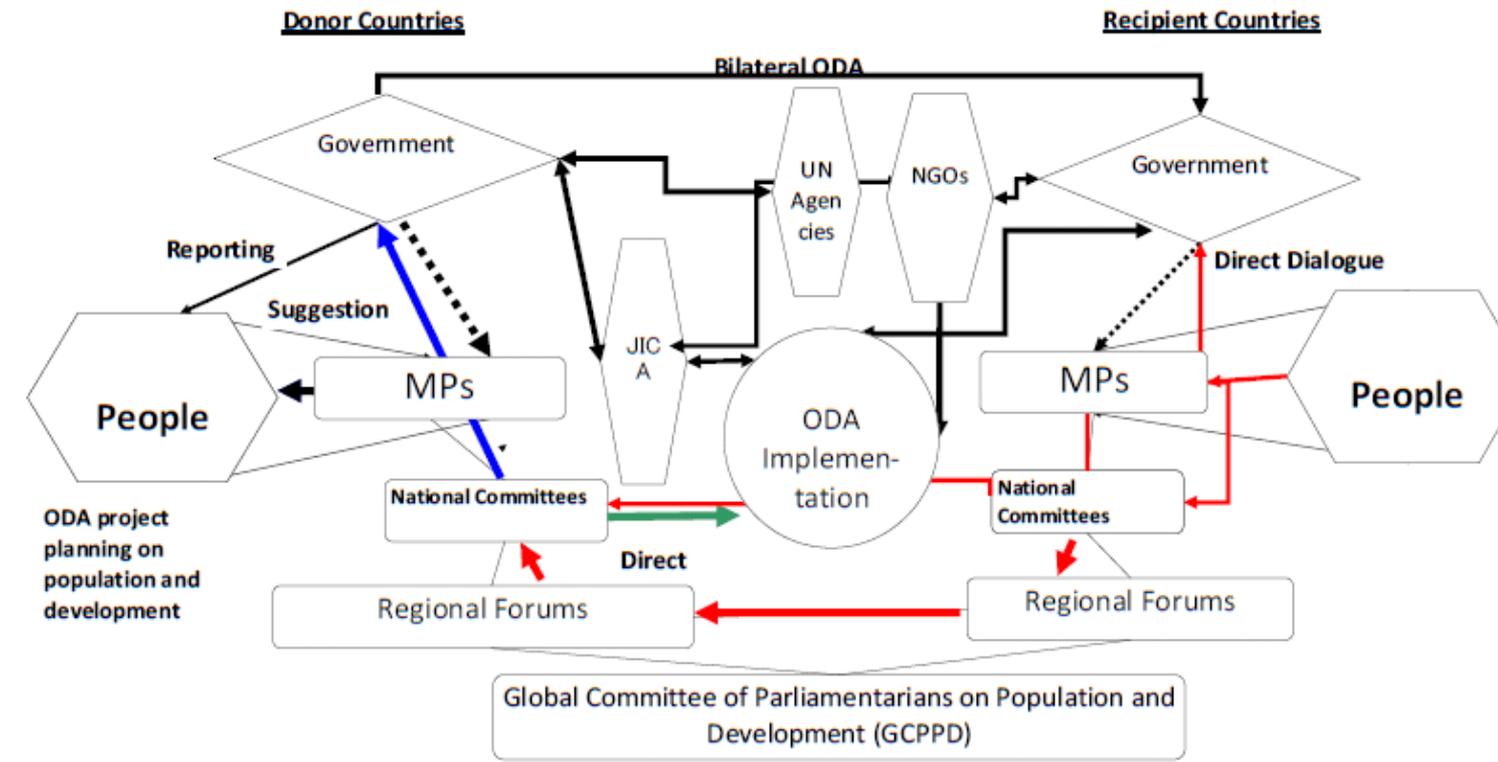
## Formation of De Facto Standards



### Creation of Direct Dialogue / Monitoring Mechanism

- ↔ Implementation, Reporting, Monitoring
- ➡ Legislation in Recipient Countries
- ➡ Suggestions from Donor Countries
- ➡ Suggestions from Recipient Countries

# ODA Project Formation Mechanism



- implementation, reporting, monitoring
- Suggestions
- Suggestions from donor countries
- Suggestions from recipient countries

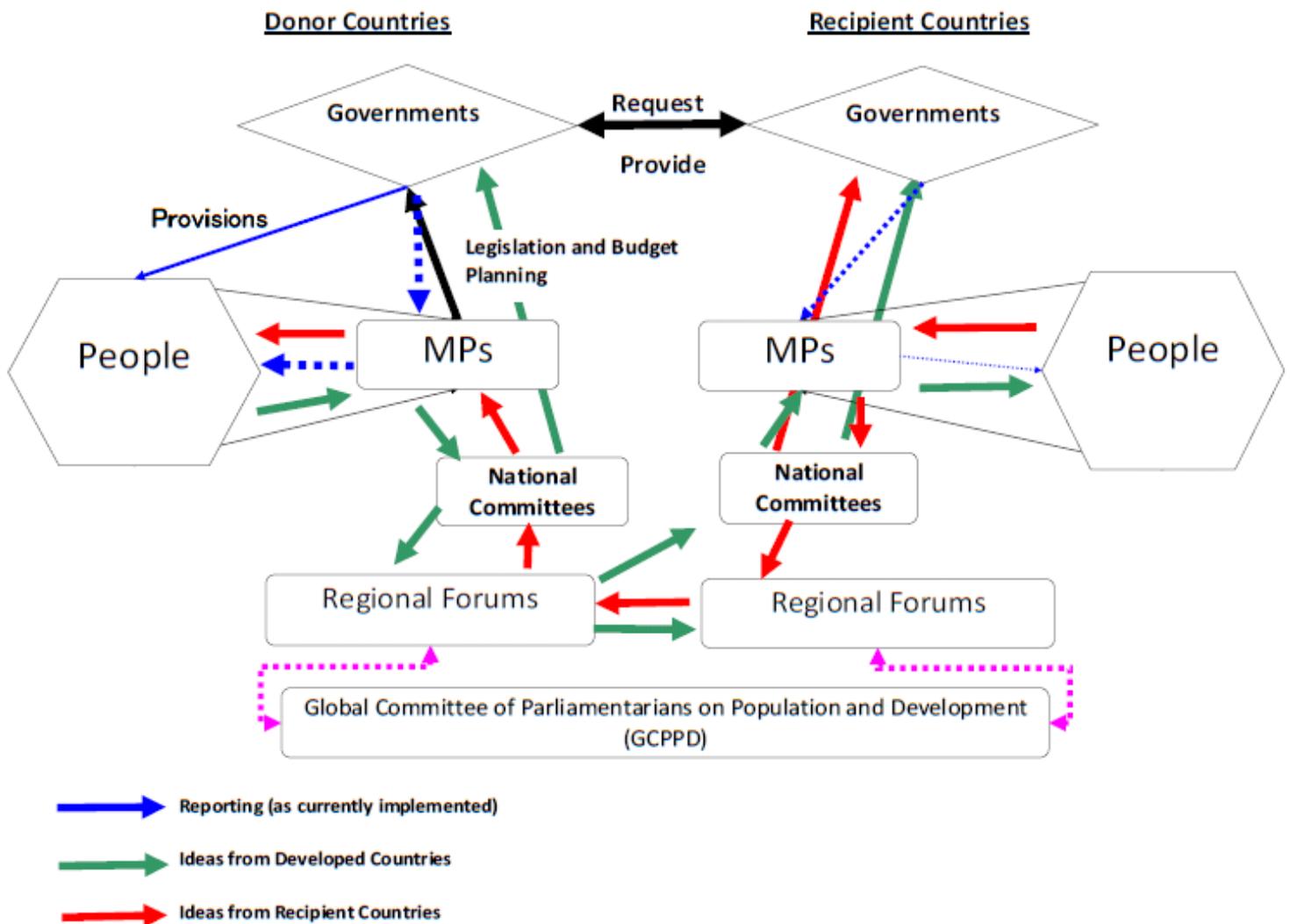
### Awareness of the issues

ODA implementation is not always comprehensive or consistent  
 People's needs from recipient countries are not always reflected

### Objectives

Examine comprehensive ODA planning in recipient countries from the perspectives of population and  
 Suggest the most effective and efficient ODA implementation based on the comprehensive planning  
 Share the information with National Committees in Donor countries/Recipient countries & submit their requests

# ODA Provision Mechanisms



Tuesday, July 7<sup>th</sup>, 2009

**OPENING**  
**Opening Address**

**Ms. Kayoko Shimizu**

Vice-Chair,

The Asian Population and Development Association (APDA)

---

I would like to, first of all, thank you for participating in our programme: “The Parliamentarians’ Capacity Building Project on Accountability and Aid Implementation for Population and Development Issues”. I wholeheartedly welcome you on behalf of the Asian Population and Development Association (APDA).

Our Chair, the Honourable Yasuo Fukuda was looking forward to welcoming you in person but due to an unavoidable public duty he has asked me to convey his apologies for his absence, and also a very hearty welcome to you on his behalf.

This programme is a concrete response from APDA to the challenges you put forward last year at the G8 International Parliamentarians’ Conference on Population and Sustainable Development.

Dr. Osamu Kusumoto, APDA Secretary-General/Executive Director will be elaborating on the details of this project but let me briefly share with you the intended purpose of our programme. It is clear, simple, and based on the following premises:

1. Population issues cannot be forced – they must be implemented on the basis of the understanding and acceptance of the people concerned.

2. In addressing global issues such as that of the environment, including the issues of population and climate change, everybody is an involved party.
3. In order to maintain and expand Official Development Assistance (ODA) for population and development, the outcome must be clearly stated with high degrees of transparency accountability.

More specifically, I believe the following measures will become necessary:

1. The creation of a national mechanism involving Members of Parliament; in particular, the establishment and involvement of a national committee on population and development in developing countries in order to receive ODA for population and development.
2. The creation of a national mechanism in ODA recipient countries in order to ensure transparency and accountability.
3. The exchange of views on population and development among Members of Parliaments in developing and industrialised countries, and to have the outcome of such deliberation reflected in national development strategies.

Thirty-five years have passed since we initiated the world’s first committee for

parliamentarians' activities on population and development, here in Japan. During this time we have built greater international collaboration and partnership, while our roles as elected representatives of our people have become increasingly larger. Based on past achievements, I believe we have now reached a time for building a concrete mechanism for collaboration.

This three-year programme intends to achieve specific objectives. As it is an ambitious programme, I expect that there will be trials and errors; having said this, I am convinced that our efforts will result in the next concrete leap forward in enabling

us to build the foundation necessary to carry out our important responsibilities as parliamentarians.

APDA has a great heart and great vision but its secretariat is managed by a few staff members, so I apologise in advance for any inconvenience you may experience.

I look forward to a most promising outcome through your engaging deliberation over the coming days.

Thank you.

Tuesday, July 7<sup>th</sup>, 2009

**INTRODUCTORY SESSION**  
**Project Framework and Scope**

**Dr. Osamu Kusumoto**

Secretary-General/Executive Director,  
The Asian Population and Development Association (APDA)

---

Distinguished parliamentarians, thank you very much for attending this conference, and for your participation in our project.

Allow me first to outline the purpose, intention, and goals of this programme.

**Arising Issues**

As our Vice-Chair, Hon. Shimizu, mentioned, today marks the start of a 3-year process. This is an unprecedented project, thus we must first identify the specific issues that need to be worked on; then we have to find valid and appropriate countermeasures and institute a system in order for these countermeasures to work. We think that this process will take at least 3 years altogether.

First and foremost, please allow me to explain why we came up with this plan to begin with.

I have been working with the Asian Population and Development Association (APDA) for 2 decades and I have planned/participated in over 100 international conferences, including the APDA-organized annual meeting.

We try to use such occasions to enhance parliamentarians' understanding of the significance of the population issue, and its impact on sustainable development and humankind. Without this understanding, we are not able to address the population issue.

Since the population issue is the simple basis of our society, its impact is barely recognised. In order to achieve a sustainable society, population stabilisation is a must, but it is not widely or truly understood.

Parliamentarians come and go due to elections. Therefore, APDA, as the secretariat of the Japan Parliamentarians Federation for Population (JPFP), has been supporting their activities continuously and constantly. With such efforts, I think that the overall understanding for population issues has been improved.

APDA, for example, involves parliamentarians who may not have a specific interest in population issues by linking this issue to others of their concern, such as agriculture and environment. We present the interrelationship between these issues and draw attention and support from parliamentarians.

The rapid progress in the Asian region over the past 30 years was made by the tireless efforts of each country's people, parliamentarians, government, as well as international organizations like UNFPA and IPPF. APDA is proud and honoured to also be able to contribute to the progress being made.

Despite the continuous exertion of efforts by all parties, we found that the same thing was being repeated at conferences: the parliamentarians of developing nations insist that it is difficult to address population issues in their countries because they lack the resources, to which developed nations respond that they are fully aware of the situation.

Parliamentarians from developed countries have a deep understanding of the importance of population issues and a strong commitment to addressing this issue. They are, however, unsure as to what concrete steps should be taken to increase the amount of ODA.

Having seen this dialogue at conferences many times, I came to think that there was no use in repeating this; we have to take a step forward to actually mobilise the resources necessary to address population issues, but how?

We have organized many meetings and we have tried not to repeat the same dialogue by demonstrating new linkages between the population issue and other related fields. However, we have been wondering how we can mobilise aid in the field of population issues; how we can improve its effectiveness;

and what role parliamentarians should play in the process.

Although parliamentarians from developed- and developing countries have been working tirelessly, ODA cannot be increased; I feel the need for a new approach in order to achieve an increase in ODA.

When I attended the G8 Parliamentarians' Conference held in Berlin in 2007, just before the G8 Heiligendamm Summit, I heard many parliamentarians from developing countries say that they did not even know what type of ODA for population and health issues was being provided to their governments from donor countries.

The following year, we hosted the G8 Parliamentarians' Conference in Tokyo, just before the G8 Hokkaido Toyako Summit. At that conference, many parliamentarians from African countries said that because the parliamentary function was so weak in their countries, the government does not necessarily have the accountability to give any feedback regarding ODA. This issue also applies to the counterparts in developed countries, such as Japan.

Of course, if you are very keen on knowing about certain issues, government officials may come to you and give a presentation; however, that may not be enough to understand how things are actually executed and may be more like an overall picture of ODA. Also, the public is not receiving enough information regarding ODA, despite the efforts by various partners.

In developed countries, the total amount of ODA is reported in the plenary session of the parliament, but not every detail. Details are only taken up when harmful cases, such as bribery, are exposed by the mass media. This means that the public only hears about the misconduct and negative sides of ODA.

In democracies, parliamentarians represent the people; if people are against ODA, parliamentarians are unable to increase the ODA budget. From this point of view, I believe it is essential that we try to establish mechanisms that will not finger-point negative sides, but we also should establish a simple, transparent mechanism that will allow full accountability to our people.

For example, there is a strong emphasis on compliance these days. Of course, we have to try to be as compliant as possible when we implement projects, but this sometimes proves to be difficult because attending to the compliance process requires a lot of funds and human resources, meaning that the costs can be too enormous to execute the projects.

Often times there are not enough experts or staff in developing countries to make audit reports that satisfy the standards of developed countries, so a lot of money will be spent on hiring such experts or organizations from developed countries, leaving less money for the implementation of projects. Corruption related to ODA sometimes occurs due to the attempt to acquire the necessary human resources. If the disbursement to audit and the personnel for auditing exceeds the actual costs for the implementation of projects, the priorities are

being set incorrectly; however, this does sometimes happen in our society. Avoidance of such situations requires politicians' leadership and wisdom.

This workshop intends to offer a platform for discussion on how to create a parliamentary system that can ensure transparency and accountability to the public, and how to align it with objective rationality. Through this project, we would like to ask the parliamentarians to identify what issues exist in their countries regarding ODA. This is a piece of homework that you will bring back to your own nations: to look for specific, problematic examples that you can bring to next year's workshop.

This project continues beyond this year and the means for continued communication is through the "web forum". We will create a web forum page for the participants so that we can gather all your opinions, even after you return to your countries.

I have no intention of forcing any of my opinions on you. However, I would like to provide you with a few hypotheses to fuel some food for thought.

### **What is ODA?**

To begin with, what is ODA after all? ODA has long been regarded as part of diplomacy. Diplomacy is – within the international protocol – a practice by nation states and within sovereignty.

Nation states emerged as the responsible actors epitomised by the 1648 Peace of Westphalia that ended the Thirty Years War in Europe. Religious strife, or religious wars,

often bring much bloodshed and destruction as both sides cannot come to a compromise on what they believe in. The long-standing religious war, as well as the pandemic of pest, halved the population of Western Europe. The damage was enormous, considering the fact that the victims killed in Japan during the devastating Second World War accounted for only 7% of the entire population. The religious war incurred huge damage to European society.

The modern “nation state” is the outcome of such tragedies, as a product of compromise. The nation-state was assumed to correspond to groups of people united by language, culture or religion and was based on the principles of sovereignty and non-intervention in the internal affairs of another state. In other words, this modern nation state system would allow no intervention, no interference among each other. There may be exceptions but these are the basic fundamentals of the current international community.

If we can see the world from this point of view, diplomacy is the practice between states only when it is necessary. The executive branch, therefore, is the main and only actor in diplomacy in this sense.

### **ODA and Globalisation**

It is very difficult to position ODA in the current context when the social environment has changed dramatically with the rapid expansion of the world population.

In the 1860's the world's total population was only 1 billion; back in 1648 when the Peace of Westphalia was concluded, there

was a total of only 700-800 million people on earth, which is much smaller than the current population of India. Issues such as the population explosion, the development of industry, the consumption of energy, and climate change have an influence on the rest of the global community.

Therefore, we cannot deny the fact that we are all in the same boat we could call “spaceship earth”, and we are its crew members. No one can turn away from these issues because we cannot jump off the boat and flee somewhere else. Astrophysicists have looked at the solar system to identify other planets to where we could transfer some of our population, but they have concluded that there is nowhere else we can live in outer space.

We have to solve these problems we have here on earth. Therefore, we should hold on to the shared goal and both the developed- and the developing nations must join hands with the awareness that we are all involved parties, and exert our efforts to protect the planet.

The usual perception of the term “pro-life” is “anti-abortion”; however, the sense in which I refer to this is the general protection of the wellbeing of others.

The pro-life and pro-choice standpoints are conflicted as to whether abortion is acceptable or not, but it is crucial to understand that both sides are not hoping for abortions to happen. Those who are pro-choice are not promoting abortions, but rather promoting the need for the option of there being a way to protect a woman when

there is the sorrowful necessity for abortion, regardless of whether the pregnancy is wanted or not.

There are differences in interpretation of the term “pro-life” between Eastern and Western cultures and philosophies. According to some Asian philosophies, abortion is regarded as a matter of medical emergency and not as a debate about choice. In Buddhism, for example, everything has a reason for its existence. Consequently, a baby does not belong to- or is owned by the mother or father; a baby has their own reason for existence. In this sense, whether or not mothers “choose” to have babies is not a subject for discussion.

It is important that we are cognisant of the differences in beliefs, philosophies and terminology between the East and the West in our efforts to address population issues in the international community.

Just as an aside: when our Chairperson, Hon. Yasuo Fukuda, was Prime Minister last year, he hosted the TICAD IV and mentioned that addressing the population issue is key to African development. He suggested that we have to look for pre-conditions that would allow us to go forward with development. Hon. Fukuda also attended last year’s World Food Summit in Rome, together with the former AFPPD Chair Yoshio Yatsu and they both mentioned that solving the population issue is the way to address food security.

Mr. Fukuda and Mr. Yatsu mentioned that the agricultural experts stated that population could become an issue in 20-30 years, that the current food issue is brought about by

speculation and other reasons, but not by the population issue. I do not concur with the professionals’ opinions. If we do not act, we cannot dramatically reduce the increasing population 30 years down the road. It is, therefore, very important to me that parliamentarians understand that the population issue is essential for achieving sustainable development.

### **Parliamentarians’ Activities**

The population issue, as our Vice-Chair, Hon. Kayoko Shimizu, mentioned, is not an issue that can be forced on people. She also mentioned that we have to solicit support and understanding from the people – that is why parliamentarians have to be involved in population and development issues because they are able to work on legislation and budget.

You are here today as representatives of the people, and as members of national committees on population and development. You also belong to the respective regional fora. In your capacity, you can make appeals to the international community and international agencies. You also have the role of communicating the views of the international agencies to your people. You have the role as the catalyst between the people, government, and international community, which is very significant for solving population issues.

### **Parliamentarians’ Role in ODA**

I would now like to return to the point regarding the challenges that developing nations are facing.

Generally speaking, one of the capacities of parliamentarians is to monitor the government; however, because of the nature of politics, they tend to find themselves in power struggles or counter-criticisms. Luckily, parliamentarians' activities regarding population and development are based on an all-party system in respective countries. Ruling parties can obtain information on the ODA that the government is receiving from developed countries. If parliamentarians in national committees make appeals, they may be able to position ODA programmes in the context of population and sustainable development.

Within the current framework, most of the ODA plans are discussed separately between the governments or ministerial agencies upon their request, thus there are occasional inconsistencies in the comprehensible national development plan, or policy, or any kind of tangible philosophies. If the parliamentarians of national committees on population and development are involved in the processes, they can plan comprehensive and coherent strategies within the context of allowing for sustainable development and population issues to be addressed.

I am convinced that parliamentarians are taking part in this important role to make certain policies or philosophies for achieving sustainable development through the solution of population issues. In reality, however, parliamentarians in developing countries are currently facing many difficulties. In some cases in developing countries, parliamentarians may not be in a position to criticise their governments. Also, the developed countries are facing

difficulties in increasing the budget for ODA.

### **Current Situations in Developed Countries**

Population explosion and sustainable development issues in developing countries are global issues that affect developed countries as well. Many developed countries, however, are facing issues with aging and fewer children, causing fiscal difficulties to deal with pension and social security systems; even people whom have obtained a PhD cannot find an occupation in Japan.

While developing countries are facing population explosion, some developed countries are facing the situation of a shrinking population and fewer children; therefore, people in the latter find it difficult to understand the issues of the former easily. In order to increase public understanding for population issues in developing countries, we have to explain the impact that these issues have on developed countries. However, people in developed countries are facing their own difficulties, are concerned about their domestic issues, and are questioning why they have to provide ODA to other countries. Under such circumstances, parliamentarians find it quite difficult to gain public support for ODA.

In terms of how the public perceives ODA, there is a distinct gap between developed and developing countries. We have to think about how to bridge this gap and tackle population issues together. There may be some possible answers to this. I think the most viable solution is to gain public understanding through any means possible. How we do that is a difficult issue, but I do think that this is the fundamental solution.

The media seldom takes up the linkage between population and development issues, which requires logical explanations. That means we cannot expect the media to play a role in increasing public understanding on these issues. On the other hand, if an ODA corruption case is discovered, the media criticises it very severely and people are then only aware of the negative sides to ODA.

In order to avoid that, we have to demonstrate to the people through the media that many ODA projects produce great results and contributions to developing countries, which also benefit the developed countries. For this, we have to improve the accountability and transparency regarding the ODA processes and implementation.

As previously mentioned, parliamentarians in most of the developed and developing countries do not have enough information about the actual implementation of ODA and its effectiveness and impact on the people of the developing country. If we try to expand ODA, we have to come up with concrete solutions – we can never make progress unless we overcome the obstacles hindering ODA.

### **Concrete Solutions for ODA Expansion**

“What can we do?” This is the very aim of this programme. First we should identify the obstacles and challenges facing both developing and developed countries. This time, unfortunately, there are not very many Japanese Parliamentarians who are able to participate due to current political activities, but we plan to have a JFPF committee meeting after this programme. We should present the results of this programme to the

JFPF members so that they can also discuss the contents.

We thus aim to clarify the obstacles that prevent developed countries from expanding ODA, as well as the obstacles that developing countries face. This is the basic idea for this programme. We need to come up with some other ideas for creating a framework for purpose-oriented ODA.

### **Purpose-oriented Rationality and Formal Rationality**

In order to achieve the objectives, society requires transparency, rule of law and accountability.

When it comes to rationality in our current society, bureaucracy is seeking maximised formal rationality. As Max Weber pointed out, for a law-governed country, bureaucracy expands by maximising the rule of law and increasing complexity in laws, and bureaucracy expands to meet the needs of the expanding bureaucracy.

At the same time, no matter how exhaustive the law is, there are always some cases where the law does not apply. So while under the rule of law, regulations, rules and laws become so detailed and exhaustive to maximize formal rationality that they always tend to fall behind the times.

Parliamentarians receive mandates from the people and legislate as the basis of the rule of law – this is the important role of the parliamentarians. But they are not always experts in law such as lawyers or judges. Why, then, do parliamentarians legislate? The answer is in the spirit of the rule of law and

democracy in which legitimacy is imbued through the people's consent.

Therefore, parliamentarians legislate based on the principles or the needs of the people. That means principles, ideals or people's needs come before rules, regulations and laws. In countries like Japan, the Legislative Bureau of the House of Representatives and Councillors provides the required legal assistance to Members of Parliament for the compliance of draft legislation within the existing legal system, then legislation by House members takes place.

Therefore, parliamentarians are very much engrossed in legislation, based on people's needs and its purpose and principles. When legislation is passed and becomes law, it is then under the jurisdiction of the Executive Branch. However, the intention or purpose that parliamentarians had in creating the law is not always shared with bureaucrats. The purpose of the law does not matter to bureaucrats; what matters to them is whether certain actions abide by the law or not.

That means that there is a very big gap between parliamentarians' intention or purpose in laws and its enforcement by the bureaucrats.

In the study of logic, it is clear that if you make detailed rules and regulations, they have difficulties in adapting themselves to the change of times, and it is logically impossible to make a rule for everything. In this sense, enforcement does not function properly without recognising its purpose and intention. Currently, bureaucrats do not pay

attention to the importance of the purpose of laws; what is worse is that if they do, they will be censured to make arbitrary enforcement, so they are also in a difficult situation.

Now the rules and laws are becoming more and more detailed and strict compliance is required by society but it does not reflect the purpose or principles. In our society based on the rule of law, we abide by rules and regulations and also pursue our purpose or goals. Strict compliance demands a great deal of detailed and complicated requirements to meet, which often means that organizations have to work only to fulfil such requirements. Especially small NGOs, which are formed for good causes and operated by a small number of people, are facing difficulties in working for their cause while meeting such requirements. In Japan, there is system to grant a tax-exempt status as "special public interest promotion organizations". There are several hundred thousands of small NGOs in Japan, but among small NGOs, there are less than 10 organisations which have this certified status.

Parliamentarians, with the capacity to legislate, are orientated to seek goals with purpose-orientated rationality, rather than formal rationality. That is the role only parliamentarians can assume, but it is not even pointed out by the media.

If we apply the logic of Max Weber's theory to our modern society, we are trying to maximise formal rationality under the name of transparency and compliance. My interpretation is that "the bureaucracy is

expanding to meet the expansion of bureaucracy". Weber also stated that the over-functioning of formal rationality and bureaucracy will cause dysfunction in the society. I am not implying that we can break the rules or regulations but I do think that coordination is needed.

German sociologist Niklas Luhmann pointed out that modern societies are complex since all institutions have separated various social tasks and focus on their own functions. He thus suggested that society can reduce that complexity only by grasping the complexity of modern society. It is called the "reduction of complexity". Even if the system is next to perfect, people cannot use it if they do not understand it. Therefore, in order for society to function properly, we need both "systematisation" and the "reduction of complexity" simultaneously.

Developed countries' bureaucratic systems are becoming increasingly more complex. They demand strict compliance from developing countries on transparency and accountability that can meet developed countries' complexity regarding ODA projects. But in reality, how and who can meet such requirements is a difficult issue. In democratic societies, parliamentarians can reduce the complexity and bridge the gap.

What kind of political will is required to reduce the complexity and bridge the gap? Because of the nature of the logic, legislation will not be able to cover everything. Japan, for instance, provides ODA to support the development of legal systems in developing countries. Japan can provide technical assistance, but not the basic principles or

policies of a country's legal system. This is what developed countries must help to build. Without such essentials, the legal system is meaningless.

From this point of view, in order to improve ODA's transparency and accountability using a purpose-oriented approach, developed countries need to reduce complexity and create clear mechanisms and standards that allow them to examine transparency and accountability. By doing so, we are able to fully grasp the problems that affect ODA.

As previously mentioned, ODA is a diplomacy tool for sovereign countries, with its framework having been agreed upon during the establishment of the Treaty of Westphalia. In principle, diplomacy is conducted government-to-government, and not people-to-people; therefore, governments plan and implement it.

Bureaucrats act primarily as implementers, not as policy makers. Parliamentarians have to decide on guiding principles under which countries are operated. Unfortunately, parliamentarians cannot actually decide everything. What really matters are the principals under which bureaucrats work, but in reality the issue is only whether their work complies with the rules and regulations. What we have to understand is that there is an inevitable gap between legislation and enforcement – in a situation such as this, parliamentarians' roles and responsibilities are very clear.

### **Purpose-oriented ODA**

I would like to share with you an example of the gap between the purpose and actual

implementation of ODA. In May, APDA organized the 25<sup>th</sup> Asian Parliamentarians' Meeting on Population and Development in Indonesia; after which we organized a Japanese parliamentary study visit programme in Indonesia. We visited Bandung and other places to observe population and health-related projects there, and we were surprised to see how inadequately ODA projects are coordinated.

In a village near a landfill, a project is being managed to improve environmental conditions. When there are floods, the village is submerged and waste water pollutes the area. The village is, therefore, implementing a project to make a behavioural change in villagers toward garbage dumping and sanitation, which is making steady progress. JBIC has also provided a large amount of assistance for dredging riversides and re-strengthening embankments.

But when we listened to villagers, they said that riverbeds had not been so high, so floods had not occurred so often before. But logs were cut and brought down from the mountain; and as a result, soil ran off to the river and accumulated in the riverbed, which makes it flood-prone.

Deforestation occurred because of the population increase in this area – almost 10 times the population compared to when the Bandung Conference took place in 1955.

Each project is trying to cope with each problem, but if we look at the bigger picture, what is most needed is population stabilisation by means of family planning and

afforestation for recovering the mountain. However, the projects are implemented vertically and there has not been any interlinkage between environmental problems and health issues.

If parliamentarians see such situations, they could suggest making a comprehensive development plan for sustainable development and take measures to maximise the effects for every sector, but in the vertical administrative system, project applications and budgets are made by section or agency. They do not pay attention to a comprehensive approach that maximises efficiency, thus parliamentarians who take a broader view of the situation should take initiatives in decision making.

### **How to Bridge the Gap: Parliamentarian Networking**

Last year, when Mr. Fukuda attended the World Economic Forum held in Davos as Prime Minister, he proposed a comprehensive approach to health issues. I think Mr. Fukuda's proposal, what is called a "comprehensive approach", is the first step in linking financial assistance and technical assistance in the area of population and health in order to maximise their effectiveness and cost-efficiency.

Like with the case in Bandung, we need to take a comprehensive perspective of the environmental issues such as deforestation and floods; health issues such as poor sanitation due to floods; and family planning, by consulting with the recipient country. Unfortunately, a gap remains between individual projects conducted by experts and the country's grand scheme for sustainable

development – it is quite difficult for these experts to fill the gap.

The question then is: what are the appropriate measures which need to be taken to fill the gap? Fortunately, our parliamentary activities on population and development have a very good network. Through our efforts, all geographical regions now have a parliamentary forum and under each forum, there are parliamentary national committees on population and development in a great number of countries. Through this network, parliamentarians of developed countries can exchange and engage in policy dialogue with the counterparts of developing countries.

This year, 2009, marks 15 years since the first ICPD and the next commemorative IPCI will be held in Ethiopia in October 2009. We would also like to ask regional fora to come together and discuss the revitalisation of the GCPPD that will serve as an umbrella organization for these regional fora.

The Japanese ODA process is based on a so-called “request-based” system – recipient countries must request assistance for areas where ODA is required. As long as ODA is regarded as a form of diplomacy, this request-based ODA has a significant meaning. And development, the development of this system will be very meaningful and useful. If ODA expands and becomes more accountable and more effective to achieve

But if parliamentarians from developing countries who are members of all-party national committees on population and development can plan national development strategies, propose them to the government, and also appeal to the counterparts in donor countries through the networking, the impact of ODA projects will be maximised based on the long-term strategies and people’s needs.

Parliamentarians are required to enhance transparency and accountability. For this, it is important that parliamentarians are involved in the ODA process – from the planning stage to its implementation and monitoring. This way, they will be well informed and able to answer constituents’ questions. Parliamentarians’ involvement will enhance the projects’ effectiveness and positive impacts on people and society by taking a purpose-oriented approach.

This is the objective of this project. There are enormous tasks to be done to ensure that parliamentarians are involved in ODA processes and are accountable to the people. The first step is to put all the obstacles and challenges that we face on the table. There are other systems that the World Bank and the European Union are already taking; but for parliamentary activities on population sustainable development, it will directly benefit the people.

Thank you so much.

Tuesday, July 7<sup>th</sup>, 2009

**INTRODUCTORY SESSION**  
**Project Framework and Scope**  
**Discussion**

---

**[Dr. Osamu Kusumoto, APDA]**

I would like to open the floor for discussion. We would like to begin by brainstorming in order to extract and identify the issues.

**[Mr. Shiv Khare, AFPPD]**

As we all know, ODA is not always properly used but I think the ODA agencies are also partly to blame because the ODA being given for development is not taking place. In actuality ODA is not being given – it is being taken back. Every ODA project should be examined microscopically. You will find that most of the money comes back to the donor country through the payment to implementers or experts from the donor country. It is, therefore, not precisely ODA in that sense. Instead, it is a type of commercial operation under the name of “ODA”. This often happens – it is not an exception. Therefore that also has to be examined and conditions need to be made to avoid that.

Suppose you get money for a hospital, then you set the conditions. Some countries such as China think that the labour conditions should go to them. So you see several projects in Africa which the Chinese Government run and they send labour along with it. They do not want to employ local people, even though that would benefit the local community. ODA conditions need to be examined.

One of the most important problems to identify is that ODA is not currently discussed in parliament. ODA is always kept outside of parliament by the bureaucrats. Project approval does not go through parliament in a large number of African and Asian countries. Instead, it is approved by the bureaucrats who set the conditions and conduct numerous negotiations between them which they do not report to the parliaments. Only once the matters pertaining to ODA are subject to parliament will things come out into the open.

One of the very good examples you gave was on the forests that have been cut. We should look at the trees in the projects. What are the conditions for cutting the tree? Is it that they need food and wood for burning to cook? This is how they have been doing it traditionally. The population used to be smaller; therefore the number of trees that were cut was less. Now, however, the automatic growth of the people has made the population very large within the last 10-15 years. This is partly due to the American Government’s attitude, as population issues have more or less disappeared from their political agenda. We are, therefore, all talking about reinventing family planning; reinventing the population factor.

There has not been any electricity, or water in some parts of India recently. No electricity we can understand, but no water is just unacceptable. There are so many people in India and the number is growing, but there are not enough facilities to provide people with water, which is something that no one addresses. No politician has stood up and said: "Look we have children, we have a large population." The fact that the population is a factor in every issue is a subject which we have to continue to press.

Fortunately, the debate on population and development is now reemerging, thanks to the coming of US President Obama and the voices of other famous people. You see more in the news, more in the e-services, and more articles. We, those who work in this area, must give more support to those types of views.

Recently, Ms. Nobuko Horibe, who addressed the 25<sup>th</sup> APDA Meeting in Jakarta, also spoke about reinvesting in population; reinvesting and reorganizing the whole strategy. I think that if UNFPA can achieve a push for this kind of thing, we can then make population strategies work again in the developing countries.

**[Hon. Darlene Antonino-Custodio,  
Philippines]**

First and foremost, thank you to APDA for organizing this project.

I approached some of our friends of the Japanese Parliament at the G8 Parliamentarians' Conference in Rome. Japan is the Philippines' largest ODA donor and my

concern is that none of these funds are going into appropriately addressing the problems in maternal health, child mortality, or even health in general for that matter. Most of these problems are actually economic in nature and the bulk of it is in terms of road linkages.

There has been a lot of civil society intervention, or at least airing out of the workings of ODA in the Philippines; however, it is hardly ever taken up in the parliament as ODA is usually decided by the bureaucrats before it is even reported in the national budget. For example, there was a study from 2000-2004 looking at 25 major projects done by Japan – 10 of these were tied loans, which is what Mr. Shiv Khare was discussing. The other 10 were partially tied; however, 9 of those 10 were tied with consultancy services. When you tie that loan to consultancy services, more often than not the consultancy service will actually recommend that service, as well as procurement or equipment coming from the ODA country.

In terms of diplomatic ties, especially us from Asia, I think we are very sensitive about not insulting our friends who help us. This could, however, hinder us in that we would not like to give any major criticism or oversight on these projects because of the fear of severing ties and losing the project itself.

In the Philippines it sometimes seems that there is not a proper avenue for agencies, or government, or the local community government to question any of the projects being implemented in the area. I remember one project that was in the pipeline in my

area, General-Santos. The city council wanted to question the implementation and the plan, but no one from the consultancy service of the country – I believe it was JICA – gave the impression that they were open to questions. The result of this was that the project pulled out of that locality and it was transferred to a different area that was viewed as more cooperative and accepting of those conditions.

Again, there is very little transparency and there is the fear that if you do not accept the whole package, you will not get anything and the project will pull out. I think one of the things we need to strengthen is the cooperation between parliamentarians in developed countries and developing nations, so that when developed nations try to do their part in trying to oversee these projects, there is protection coming from the developed nations and that they will be supportive of some of these calls for transparency.

This is just one of the things that came to mind, and perhaps there can be some sort of reform. At present, there are maybe only 3 classifications or criteria for a fund to be considered as ODA – these should be more stringent and more defined in order for it to be considered ODA. As Mr. Shiv Khare mentioned, there have been several ODA studies done where for every dollar a developed country spends in every nation, 90% goes back to the donor nation. There are not really any mechanisms to check how the ODA really affected the developing nation, although there are some UN facilities that actually do that in terms of measuring

the progress against the Millennium Development Goals (MDGs). But I think that needs to be strengthened as well.

**[Dr. Osamu Kusumoto, APDA]**

I believe that what you have mentioned is quite true; however, these funds which eventually flow back into the developed nations are not all in all that negative – APDA's funds actually come from this kind of money. The most important thing is whether it is cost-effective. This discussion all boils down to whether it is making effective improvements for the developing nations' people; if that is happening by the involvement of developed nations, then it is necessary. If that is not happening then I think there is a problem to be identified there – this is a matter which should also be discussed during this programme.

The most effective strength that we have as a population and development committee is that we are non-partisan, meaning that the ruling parties represent the government. This way, the incumbent government will hopefully listen to us more. Criticism does not only come from the ruling or the opposition – we are all together. Perhaps this way we can discuss issues frankly, not via a formal route, but through an informal route. This would allow the MPs to be more responsible for the policy that they will draft.

Parliamentarians establish laws with distinct motives; however, when it is applied in the real world, it does not give much thought to the purpose or intentions of the original intent. Still, parliamentarians have to be responsible for how these laws are applied,

as long as the legislation is drafted. This is where the big difference is between parliamentarians and bureaucrats. Bureaucrats are questioned on whether they obey the procedures and systems, and not on the results; parliamentarians are questioned on whether the results and outcomes are satisfactory, as well as the procedures and systems.

I do not think it is fair to criticise the Diet Members if they do not have enough information. Without information, they can not make appropriate legislations or budgets. Therefore we need a mechanism that would support parliamentarians. Parliamentarians come and go with elections, but with support mechanisms, we can continually follow-up and support the activities of the Members of Parliament – we need a consistent underpinning system.

I have to say that from my experience, the harder people try to pursue the formalities and formal rationalities, energy and time is taken up and they start to forget what they were originally striving for. A political endeavour is needed to identify and decide what type of evaluation target should be set.

**[Hon. Dr. Peter D. Machungwa, Zambia]**

I think this is very topical. I come from Zambia and the issue of ODA conditionalities – and the way it is going to be implemented – is not an issue that usually comes to parliament. Let me give you an example: Zambia was in very heavy debt and borrowed a number of loans which equated to around US\$7 billion over the years – it was impossible to repay or get some of these

loans cropped. This is the reason why there is now a constitutional-making process taking place.

One of the provisions in the new constitution demanded that for any loans – before the government commits itself to loans – the loan conditionalities should be brought to parliament and parliament must know about it. This was heavily debated and the people in government – I am from the current opposition – opposed this. We could not push this through because the government was very opposed to this, so now this issue is going to go to a referendum.

What we want is that all loans' conditionalities must be brought to parliament before the loan can be taken. We are talking about loans, not ODA, because ODA is sometimes considered like a grant or a very soft loan, but they do not even come. The money will be reported in the budget as being, for example, "Japanese Aid" but we do not know the details and conditionalities – parliament simply does not discuss this.

There has been a scandal recently in the Ministry of Health, where civil servants have been stealing some of this money and a lot of people have been prosecuted in the courts of law.

ODA is not very straightforward for us because we do not know the details. We have been fighting for the loans; however, we are even facing resistance in getting the information on the loan conditionalities when it comes to ODA, because ODA is thought to be easy. Thus, I fully agree that

we should have more of a say and more information about this.

For our colleagues, I do not know how much input or specifications are being given by the lending or donor countries. Some of the implementing NGOs are chosen by the donor country that will choose their own NGO in that country, and maybe a local NGO, and the consultants are chosen by them for the implementation. This is when we see that a large portion of the money ends up going back to those countries.

Perhaps I am being very sceptical. It is like the extreme situation that was happening recently in Iraq where former US President Bush and former Vice-President Cheney sent a lot of money, but they have their own companies, such as “Blackwater”, meaning that a lot of that money was going back the US to set up their companies while it was supposed to be building up projects in Iraq. There is an aspect of that in ODA projects, not all of them, but it definitely needs a lot of scrutiny on both sides.

I would be interested to hear from our other colleagues, like from Uganda and Namibia. I think that ODA-funded or ODA-related projects, not just those related to population and development, are not brought to parliament for scrutiny in most countries.

This is why, in my view, APDA’s project is a very important one.

**[Hon. Elma Jane Dienda MP, Namibia]**

Thank you.

I do not have much to say because I think my colleagues have said so much about this ODA. What I can say, however, is that I do not even know what type of agreement has been signed by the Namibian Government – that is the first problem.

My second problem is that the developed countries are not giving the recipient country the responsibility to identify what it is that they want sponsored – the donor country decides what they want to sponsor.

In my country donor countries are sponsoring workshops on HIV/AIDS, while people are dying from hunger. Those workshops do not really help anybody – “I am hungry, and you want me to go to a workshop?”; “I am sick, and now you want me to listen to a workshop on how to use a condom?”

We are not addressing the issues through ODA – we are just treating the symptoms, which is so wrong. What I would really like to see is ODA involving many aspects of our population, not only the government. The government belongs to the ruling parties and the ruling party will ensure that only they and their people will benefit from the donor ODA. They will not spread this money so that the whole population can benefit from it.

This is the problem we have and it will never be solved if we do not listen to other people. Thank you.

**[Hon. Dr. Elioda Tumwesigye MP, Uganda]**

Uganda had the 1995 Constitution and after that it was agreed that every loan must come

to parliament in order for the government to operate the loan. Parliament then calls for a request. But then, of course, comes the bureaucracy.

In Uganda, the ODA is always sanctioned by parliament; however, as my colleague from Zambia said, we only know about grants during the budget process. In the budget process you will get some money from the UK and some from Japan, but then you find out the agreements and what we are discovering is that what parliament thinks might not necessarily be in the national interest.

For example, the US Government can give money but demand that a law must be made to prohibit Ugandan companies from manufacturing generic drugs. This means that drugs must be imported from a manufacturer. So, you do not know that when they give you money, you are supposed to pass laws; then you must bring the laws to parliament and justify that it is in our national interest. We must have a law against counterfeit; we must have a law on the environment, but you do not know that what they were actually bringing was the conditionality of the bilateral aid.

We do know about grants, but we do not have the information about the conditionalities because the bureaucrats do not have time to quickly draft statements, nor do the parliamentarians. In Uganda's case, the local ODA staff collaborates with some of the bureaucrats, so we find that this is driven only by a few people from the local office of the agency, and maybe 1 or 2 staff

members in government.

The issue that I wanted to bring about is that some of the ODA agencies do not want to give support to land government actors. You find that agencies such as JICA only deal with the government and then with us. You might find that there could be non-government actors who can help to provide a service to the population, but they cannot get that support because it has to go through government first, and that has both positive and negative attributes.

In the case that the government is not accountable, how is the population supposed to be served? Sometimes they say that ODA assistance needs counterpart funding. You might find that someone in the government is not happy with this particular project and will make sure there is no counterpart funding for that project.

In Uganda, for example, JICA will be pulling out because maybe the government bureaucrats are not interested in providing counterpart funding or providing money for those projects.

**[Hon. Dr. Damry Ouk, Cambodia]**

We would like to extend our sincere thanks to the Japanese Government and the people of Japan. Japan is the largest donor to Cambodia's reconstruction.

In Cambodia, I think there are some individuals, organizations, and parts of government that receive a large part of the ODA for the purpose of helping the population. The Ministry of Rural

Development, the Ministry of Agriculture, and the Ministry of Health, have all received funding for population development with regards to food and health.

The Council for the Development of Cambodia (CDC) is a high-level authority, but we do not have just only one committee, one authority for the country. The Parliament and the National Assembly also work together. We held the commission related to the population and development where I requested them to exert efforts in finance, health, rural development, and gender.

We must now talk together about ways in which we can work together and find one line of ODA, and I will speak with my government upon return to my country after this meeting.

**[Mr. Manmohan Sharma, IAPPD]**

I must thank you for calling this very historic meeting on the ODA, which from the parliamentarians' point of view is very important.

I must confess and apprise you all that ODA is something very secret in my country – nobody knows about it. Before I came to this meeting, I talked to a few Members of Parliament about ODA but nobody knew about it, even though India is the largest recipient of this type of aid assistance. Thus some sort of mechanism should be formulated to at least inform the electors.

I knew about ODA for quite some time but when you talk to bureaucrats, as some of my friends have already mentioned, developers

will tell you that things are being taken care of, so it seems like they have everything under control. One then assumes that the bureaucrats are taking care of where part of the assistance is coming from but the Members of Parliament have a right to know, if they wish to.

As my Ugandan friend said, if maximum publicity can be given to at least one Member of Parliament or all the committees – if these things are known to the national committee members which are very organized now under the AFPPD – it can be very helpful in taking care of the proper use of ODA.

**[Dr. Osamu Kusumoto, APDA]**

First of all, I would like to thank you very much for your interest in our programme. ODA is probably a secret in many countries, but at least the Japanese Government is trying to increase the transparency and accountability to the people.

JICA is now showing television programmes in Japan about ODA. You will have the opportunity to talk with the JICA Vice-President – who is also on the Board of Directors of APDA – so you will be able to hear their policies and details directly.

Policies may be different for other forms of ODA, but given the nature of population-related issues, it cannot be forced upon the people but it is important to be open to the public and increase people's understanding. As the Hon. Parliamentarian from Namibia said, this is where parliamentarians should play an important

role.

From this point of view, in the field of population and sustainable development, parliamentarians' roles and their legislation

play a significant role and involve themselves in the ODA process that is implemented by the government.

## Part II

Thursday, July 9<sup>th</sup>, 2009

### OPENING CEREMONY

#### Opening Address

#### **Hon. Chieko Nohno**

MP, Japan;

Secretary-General of the Japan Parliamentarians Federation for Population (JPFP);  
Former Minister of Justice

---

#### **[MC: Dr. Osamu Kusumoto]**

I would like to report that we have only 3 female former Ministers of Justice in the history of the Japanese Government, and 2 of them are here today. Their presence is very encouraging, so we welcome them and thank them for their presence. I would like to call upon Chieko Nohno, Secretary-General of JPFP and a member of the House of Councillors, and Former Minister of Justice. I hand the floor to you.

#### **[Hon. Chieko Nohno MP, Japan]**

I thank you very much for participating in our project, the Parliamentarians' Capacity Building Project on Accountability and Aid Implementation for Population and Development Issues. I learn that you have already spent 2 days in Japan and have held various discussions. I hope you that are full of energy, have gotten used to Japan and are ready to participate actively in deliberations among legislators these next 2 days.

As we start the conference, I have the honour to say a few words on behalf of the Japan Parliamentarians Federation for Population (JPFP).

I, as a nurse and a midwife, have been involved for many years at the bedside; and as a professor in education; and I am a Member of Parliament representing nurses and midwives. Midwifery is all about helping new lives come into the world. As you know, a midwife is the first person a newly born life touches. I worked as a midwife for many years, convinced that there cannot be a happier job. As I served as a midwife over the years, I began to think that we should build a society where there is no discrimination so that all new lives born into the world can complete their life's journey with dignity as human beings as I help new lives be born into our world. With the support of the Association of Nurses I serve today as an MP representing professional nurses and their organizations.

Many lives were saved through the hard work of pioneers and greater international cooperation. Today in many poor countries there are many unwanted pregnancies and unwanted births in an environment where not enough care is provided. Many lives born into the world are prematurely ended, due to preventable diseases, accidents and

mothers bringing new lives into the world only to lose their own lives.

We, who share this period on our earth at this time, must do our best to resolve this issue. Against this background, the expansion of Official Development Assistance (ODA) is essential. It is easier said than done since industrialised countries that appear to enjoy riches face a serious situation all due to aging, fewer children being born, and bloating pension burdens – these are domestic challenges. Given this situation – if we are to maintain, but still expand ODA – we have to convince the taxpayers that it is necessary that each taxpayer in industrialised countries understand that issues in the developing countries are our own.

For this it is necessary for us Members of Parliament to first understand the outcome of ODA and what it means for the poor people in developing countries. Further, in order to respond to questions and perhaps criticisms of citizens in industrialised countries, it is important to clearly show how ODA is strictly implemented and how it is saving the lives of poor people in developing countries. This means strengthening accountability, transparency, and good governance provided for in Japan's ODA Charter that clearly defines the basic policies of ODA by the Government of Japan.

ODA is also, of course, a part of diplomatic activity and as such, the governments have a necessary say. Given, however, the advancement of globalisation and global issues such as climate change that affect all countries around the world, we could say that diplomatic judgement alone is perhaps

not sufficient in such times. In particular, since the issue of population is not one that is conducive to mandatory enforcement, it is a field that requires individual understanding. For example, Reproductive Health/Rights, including family planning, has to be sufficiently appreciated by each citizen. It creates a close linkage with the health of mothers and children born to them. Without understanding, there cannot be resolution for population issues.

These characteristics of population issues prompted us in Japan to establish the world's first non-partisan legislators group to address population issues in 1974.

The purpose was, as elected representatives of our people, that we should act as intermediaries to solicit the participation of citizens, governments, and international organizations to appreciate the issue of population, while at the same time, implement programmes and work towards the resolution of the issues. The ongoing globalisation has helped people to realise that this is a right perspective. To ensure that some dramatic results have been achieved as MPs work in partnership with the grassroots activists, governments, and international organizations.

One of the objectives of the programme this time is to create a cooperative system which is good for both the industrialised and developing countries by creating a concrete system for our cooperation. We can then communicate the voices of the people in the developing countries to legislators in the industrialised countries, as well as reciprocate this by bringing the voices of the

people industrialised countries to legislators in the developing countries.

We hope that through this interaction we will understand how best to support the efforts of MPs and legislators in developing countries, as well as find ways in which to assess the outcomes of ODA. With regard to qualitative assessment, we do not have an established methodology. It may, therefore, prove to be difficult to come up with concrete ways and means during this deliberation, but at least we should be able to get a glimpse – as representatives of people – of the outstanding issues we are facing in our countries, the developing countries, and in industrialised countries – we should engage each other frankly.

Let us work together hand-in-hand as elected representatives of the people and exchange views to create a society where all life is blessed. By putting issues on the table, so to

speak, clarify the outstanding issues, we must think together how we might solve the issues. Doing just this will be important as we address the issues as human beings living on the planet and sharing this period of history, whether we live in developing or industrialised countries.

This project is a 3-year project and we strongly hope that all of you here today will be involved continuously in the project and that we should build a society where all lives born will be blessed and live their lives in dignity.

Thank you very much.

Thursday, July 9<sup>th</sup>, 2009

## **OPENING CEREMONY**

### **Address**

#### **Mr. Masato Kitera**

Director-General of the International Bureau,  
Japanese Ministry of Foreign Affairs (MOFA)

---

It is my great honour to have this opportunity to make the opening address to parliamentarians from Africa and Asia, including Japan, as well as to representatives from UNFPA and representatives from academic entities. Thank you very much for this opportunity.

First of all, I would like to extend my heartfelt welcome to the parliamentarians from Asia and Africa – welcome to Japan. Honourable Moriyama, Honourable Nohno, Honourable Takahashi, and Honourable Fujitani – I would like to extend my appreciation to the Japanese parliamentarians for your various advice and assistance to MOFA, especially in the area of ODA.

At this moment, in L'Aquila, Italy, the G8 Summit is being held. The leaders of the participating countries are having serious discussions on how to address various problems the international community faces. Due to the impact of this international financial and economic crisis, major donor countries are having difficulty in securing budget for ODA – Japan is no exception.

Under this difficult fiscal situation, the public opinion about ODA budget is becoming more

severe. Of course, Japan's determination to fulfil its international commitments remains unchanged. At the TICAD IV last year, the Government of Japan made a commitment to double our ODA to Africa; also in April we proposed an expansion of assistance for Asian countries. We need to improve the transparency and effectiveness of ODA so that we can fulfil accountability to taxpayers and secure the ODA budget.

Therefore, it is pertinent that the parliamentarians who are representing the people in each country under democracy discuss how they should be involved in this ODA process and how they should contribute to achieving the sustainable development of these countries, and also to resolving population and development problems.

I am also very happy that this project is being implemented through the UNFPA Japan Trust Fund for Inter-country and NGOs Activities from the Government of Japan.

I would now like to take this opportunity to introduce you to the Government of Japan's three main principles of tackling the issue of population and development, and reproductive health.

First of all, we believe that our efforts to resolve population and development problems will lead to human security. The international community is now facing multifaceted threats such as poverty, environmental degradation, infectious diseases, and climate change that go beyond national borders. The Government of Japan has been promoting human security from a very early stage, placing the concept as a pillar of its foreign policy. Human security aims to establish a society/country where people can live in dignity, free from fear and want so that children can hope for a brighter future; human security places focus on individuals, and on the approaches of “protection” and “empowerment”. It is a broad perspective that covers peace, human rights, and development. We believe that a human security perspective is a very important perspective in tackling population and development issues.

As the second principle of the Government of Japan’s development efforts, strengthening health systems is a key to addressing health issues. The area of health, including reproductive health, lags the most behind for the achievement of the MDGs. In order to accelerate progress in this area, we need to strengthen health systems and ensure that our assistance will reach the most vulnerable people, including women and children. Five-hundred-thousand mothers die each year from complications during pregnancy and childbirth, mostly in developing countries. The primary reason for

this is that they are unable to obtain enough services of midwives and obstetric care or facilities when they have the delivery – this is caused by the health system problem.

At last year’s TICAD IV and the G8 Hokkaido Toyako Summit, we pointed out these critical problems and created global consensus on this issue. Japan is committed to leading international efforts to address health issues, including the strengthening of health systems in developing countries.

The Government of Japan’s third principle regarding this subject is that it is extremely important for us to partner with international organizations in exerting these efforts. A “one-size-fits-all” type of approach does not apply to population and development problems. We need to consider cultural backgrounds in each country and region, and we need to have a very fine-tuned approach in each area. In that sense, the regional offices of UNFPA and IPPF that have a community-based approach, as well as local NGOs, play a very significant role. The Government of Japan would like to place importance on partnering with those organizations and local NGOs, in order to tackle population and development problems.

Finally, I sincerely wish for this project’s success and for your fruitful stay in Japan.

Thank you very much for your attention.

Thursday, July 9<sup>th</sup>, 2009

## **OPENING CEREMONY**

### **Address**

#### **Dr. Kiyoko Ikegami**

Director of the Tokyo Office,  
United Nations Population Fund (UNFPA)

---

I am delighted to join you here today for the “Parliamentarians’ Capacity Building Project on Accountability and Aid Implementation for Population and Sustainable Development Issues”. I would like to thank our hosts, the Japan Parliamentarians Federation for Population (JPFP) and the organizer, the Asian Population and Development Association (APDA) for providing this opportunity to sit shoulder-to-shoulder with you all here in Tokyo, Japan.

As parliamentarians and representatives of civil society, your role is vital in advocating strengthened commitment, politically and financially, in sexual and reproductive health. It is our honour to partner with you in this field.

Distinguished guests,  
In the era of the crisis of the “Four Fs”, Food, Fuel, Finance, and Flu, we face the critical risk that government budgets may be stripped of funds for development. These four crises, in particular the financial crisis, inevitably have direct implications for the attainment of the Millennium Development Goals (MDGs) and the ICPD Programme of Action.

Slowing economic growth, especially after the financial crisis, may delay UNFPA programme implementation in the 3 focus areas: that is, reproductive health and rights, population and development, and gender equality, due to a possible weakening of national social protection systems, decreased development spending, a decline in public health budgets, and possibly increased social and political instability. Investments in women and girls are likely to be cut back when budgets dwindle, reversing hard-won gains in education and health in developing countries.

ODA for reproductive health, including maternal, newborn and child health, had increased from US\$2.1 billion in 2003 to US\$3.5 billion in 2006, but this was not enough to meet the relevant MDG targets. Experts estimate that between US\$5.5 billion and US\$6.1 billion in additional funding is needed annually to achieve MDG5, to improve maternal health.

In reality, every minute, somewhere in the world, a woman dies in pregnancy or childbirth, adding up to more than half a million women dying annually. Every minute, the loss of a mother shatters a family, and threatens the well-being of surviving children.

For every woman who dies, twenty or more experience serious complications.

In 2008, UNFPA launched the Thematic Fund for Maternal Health to accelerate progress towards making safe motherhood a reality in some of the countries in need, in response to the fact that MDG5 is the MDG target lagging farthest behind. In collaboration with IMF and the World Bank, UNFPA has identified the 12 most vulnerable countries, including, Liberia and Nigeria. While being an approximation, this set of countries may constitute the first candidates for additional UNFPA support during crises.

Distinguished Parliamentarians,  
Today, our world is too complex and interconnected to see problems in isolation of each other. When a mother dies, when an orphan child does not get the food or education she/he needs, when a young girl grows into a life without opportunities, the consequences extend beyond the existence of these individuals. They diminish the society as a whole and lessen the chances for peace, prosperity and stability.

Your commitment to the MDGs and the ICPD Programme of Action agenda would increase ODA to improve the lives of the most

vulnerable. In addition, to effectively implement programmes and activities funded by ODA, good governance founded by transparency and accountability are the essential elements to enable effective implementation. It is, therefore, meaningful and significant that this workshop may confirm the function of parliamentarians who can realise these elements.

I would like to assure you that UNFPA stands with you to ensure that every pregnancy is wanted, every birth is safe, every young person is free of HIV/AIDS, and every girl and woman is treated with dignity and respect.

Here in Japan, the UNFPA Tokyo Office has launched the "Save Mothers" campaign, a one-year campaign, which lasts until World Population Day, 11 July 2010, in order to draw attention to the critical situation facing mothers worldwide. As part of the campaign we are holding an exhibition on the first and second floors. Please find some time to look at them.

I hope you enjoy your stay in Japan, though hot and humid.

Thank you.

Thursday, July 9<sup>th</sup>, 2009

## **SESSION 1**

### ***ODA from UN and NGO Perspectives – for its Achievement***

#### **Mr. Katsuhide Kitatani**

Chair of NPO 2050;

Former Deputy Executive Director of the United Nations Population Fund (UNFPA)

---

Whatever country or organization it may be from, one is always made aware of the lofty ideal and philosophy inherent in any development assistance offered. Each embodies a noble mission and operates based on high ideals. Each, of course, has strengths and weaknesses and its performance varies. However, one thing clear is that it aims at human development or peace building or poverty alleviation, trying to assist developing countries. Those who are engaged in the development work concerned are generally enthusiastic and hard-working. Not all projects are of course performing effectively and achieving the desired results.

It has been more than 60 years since the international community started its international cooperation activities. It has adopted the “Development Decade” several times, and its leaders have gathered many times to establish various targets and goals to tackle global issues. The world today still suffers from a number of problems associated with poverty, environmental degradation and so on. About 20% of the world’s population is still classified as “Absolute Poor”, the environment is increasingly deteriorating, and the maternal mortality rate is still high, showing no sign of

improvement. World leaders are now trying to agree on the CO<sub>2</sub> emission control for the year 2050 but no agreement is in sight. It appears that they are more concerned about national interests rather than the fate of human beings. In other words, the international cooperation we have had since the end of the World War II is not very effective.

Let us analyse this sad affair by observing how development assistance activities are managed by the UN, civil societies (NGOs), and donor countries.

Take the UN organizations. They initially concentrated on technical assistance and capacity building for developing countries. Now, their activities have expanded to include post-conflict reconstruction, responses to natural disasters, and so on. UN organizations have made significant contributions because of their unbiased and fair approach to development issues, political independence, and their global experience. They could select experts and consultants from all over the world. However, UN operations are based on the decisions taken by international civil servants in cooperation with national civil servants; thus, making their operations “top down” rather than

looking at development issues at the grassroots level. In addition, the value, philosophy, rules and regulations, and methodology of the organization concerned may take precedent over the reality or the capacity of the recipient government concerned. It normally takes a long time to initiate and implement a project. Accountability is always stressed. UN organizations have to rely on the annual pledging conferences for their resources, making them financially vulnerable. For this reason, they normally complete their project activities in a relatively short period of time. The counterpart officials trained may be promoted or transferred fairly frequently due to the shortage of qualified personnel.

Bilateral assistance is often overshadowed by “national interests” on the part of the donor, and the donors’ development philosophy and values prevail. In addition, there may be certain political considerations, which may be imposed on the recipient. As in the case of UN organizations, accountability is stressed and it takes a long time to become fully operational. There may be cases where project operations are cancelled or terminated due to the change in the policies of the donor; there may be cases of projects that are not entirely transparent or effective. Some donors may not have comprehensive views or approaches towards a development issue to the detriment of the recipient country concerned. Resources are, however, plentiful and bilateral assistance may be very effective under certain circumstances.

Development assistance offered by civil society organizations is, generally speaking, small and independent, showing very little

sign of being complementarily with other projects. It is normally associated with limited resources and narrow fields of activities. However, it can be operated flexibly and efficiently in its specialised field. Therefore, it is effective for human development or capacity building operations at the grassroots level. Some countries encourage NGOs to be active in international cooperation activities and there are many international NGOs known for their admirable performance.

The organizations I discussed above are many and varied. One thing common is that despite their stated objective of promoting the spirit of independence and good governance, the people concerned may be promoting their own self-interest: that is, to work hard to satisfy their ego or to uphold their principle of “accountability”. Therefore, the project may operate smoothly but there may be very little consideration for their counterpart personnel or for sustained activities after the completion of their support. This may be the reason why we have an impression that international cooperation activities are just repeating themselves year after year.

Now let us turn to Japanese ODA. It is important and necessary that Japanese ODA is welcomed and accepted by the international community. From the national interest point of view, Japanese ODA should be used as an instrument to build a peaceful world where all foreign countries prosper and are friendly to Japan, as Japan has to depend on them for food, energy, resources and the market in order to prosper. Therefore, the Japanese Government should

“invest for the future” positively and continuously. It should win the necessary trust and respect from other countries by taking initiatives and leadership to build a peaceful world. It should strive to eliminate poverty, and respond positively to such global issues as population and the environment, based on its ODA principles and its own visions. It should not just give up its position as a major donor and reduce its ODA, based on an excuse that it is no longer rich. If she continues this trend, it is inevitable that Japan will give an impression that she is not dependable. That is why we are increasingly observing the “Japan Passing” phenomenon or the increasing presence of China in the international community.

The Japanese ODA is only 0.2% of its GNP, which is negligible. The target set by the international community for ODA is 0.7%, therefore, Japan should never reduce its ODA and it is not advisable to do so.

The world population is increasing at the rate of 70 million people every year and it is taking place in Less Developed Countries (LDCs). It will be 9.1 billion people by 2050, according to the most recent prediction by the UN. The world as it is today shows that a half of its population is still poor, the Maternal Mortality Rate has not shown any sign of improvement since 1980s, women are still suffering from inequality, and the world leaders are unable to reach an agreement on even the amount of CO<sub>2</sub> to be reduced. New and recurring infectious diseases are rampant. World leaders seem to be more concerned about the current economic and financial turmoil than the

future of mankind. I urge the Japanese leadership to indicate its vision as to how the world should be at the year 2050 and present the international community with a blueprint for a peaceful world.

We have to be determined to eliminate the “absolute poverty” which the 20% of the world population is suffering from. Let us make sure that everyone has access to universal education and revenue producing activities through such a device as micro-credit. We need only US\$10 billion a year to achieve universal education.

In addition, Japan has to show the world how global warming may be averted. Instead of listening to the woes and grievances of the economic community, the Government of Japan must indicate as to how this “emergency situation” should be overcome. It is no longer possible to cope with the present situation with a business-as-usual attitude. Otherwise, we will face a catastrophic world full of environmental refugees and enormous food shortages in 20 to 30 years. In addition, Japan should indicate its strategy for effective family planning specifically designed for LDCs, for the empowerment of women and for efficient and effective food security.

These visions by Japan will require the mobilisation of Japanese youths through the Japanese civil society organizations. They should be mobilised to solve a number of problems that haunt us today. Unlike bureaucrats, young people are flexible and action oriented. They should be mobilised under a policy which encourages active and positive participation of NGOs in the

execution of ODA activities.

For the effective use of ODA, I would like to advocate that, in addition to the existing arrangements, new and innovative “funds in trust” should be created based on the Japanese visions for a peaceful world. For instance, a Poverty Elimination Trust Fund, a Prevention of Global Warming Trust Fund, and an Infectious Disease Control Trust Fund may be created. Once established, they can be entrusted to related UN organizations for management with the proviso that project assessment should be speedy and accountability ensured, and that project implementation should be by NGOs to the extent possible. This kind of tripartite arrangement, that is, that the necessary resources are from the Japanese

Government; project monitoring and back-stopping by an international organization; and the implementation by NGOs, will allow its operations to be flexible to cope with any emergency situation and utilise the advantages of all the parties concerned to the fullest extent. This will ensure that the needs of the recipients (and the world) will be effectively met, and the Japanese public will be fully informed of ODA activities, creating a win-win situation. These types of initiatives will firmly establish the Japanese foresights and leadership badly required in the international community and will win the trust of all the countries concerned.

Thank you.

Thursday, July 9<sup>th</sup>, 2009

**SESSION 1**  
**Discussion**

**Chair: Hon. Darlene Antonino-Custodio**  
MP, Philippines

---

**[Chair]**

Thank you, Mr. Kitatani, for those insights. I would now like to open the floor to discussion. Cambodia, please.

**[Hon. Dr. Damry Ouk MP, Cambodia]**

I feel that I have learned a lot of lessons this morning, through the speeches of the UNFPA and the Former Minister of Justice of Japan. I also very much appreciate the speech by Mr. Kitatani. What we need to do now with the Asian and African people is find long lasting support from the ODA, including JICA. We need them to address poverty, health issues, reproductive health, and maternal health. It is a grave concern that half-a-million mothers are dying per year, so we would like to recommend that the ODA helps to establish a system that addresses the issues of maternal and newborn health and for this, we would need strong support. Thank you.

**[Mr. Katsuhide Kitatani, NPO 2050]**

Maybe Ikegami-san is more suited to answer this question. But I think that at the moment, we are very much concerned about the safety of mothers, particularly when they are pregnant and when they are about to deliver their baby. A great number of mothers are not receiving the appropriate advice or services or care which they deserve to have. The question is that we should examine why

this is the case.

First and foremost, I think there is a great role to be played by parliamentarians. Now, all over the world, I do not think there is any society where there is total gender equality. Normally in whatever society you may look at, like in Japan for instance, it is a man's world. So everything is decided by men to suit their conveniences. That means that women are forgotten. Particularly when you feel that the women's roles are to stay home and bear children. I think we should break that. But how do you do that?

For instance when I was in UNFPA, those were the days when economic development was seen all over the world, especially with the so-called "Asian Tigers" and we said, "Look, if women went to elementary school for one extra year, the economic development will increase by 7-8%. That was the case in Singapore, China, and Taiwan. It may not have direct bearing but that was the case so we were convinced that education, particularly primary education, is a must. As I mentioned earlier, only US\$10 billion is required to let every child have access to elementary education. Its "chickenfeed", so let us start there.

Then when women have a say in matters at home and in the community, they have to be heard. How are they heard? Only when they have some income, people listen. So however small it may be, women should have access to revenue-producing activities. It does vary from one country to another, but one thing I can think of immediately is micro-credit activities. Women should be given, first and foremost, elementary education and then some means to make some money – then people listen.

Number 2: I think we should educate and advocate in developed countries about the needs of poor mothers in developing countries because we just remain unaware, innocent, unconcerned about the people outside. But if you hear about the plight of those poor mothers, then people may change. As Ikegami-san said just before, every minute, you lose a mother for reasons that are preventable. The main reason is poverty and a little bit of money will help. So for instance, if we drink less beer; we quit smoking; and instead of eating steak we eat noodles, we can shell out so much money for mothers. We should have national campaigns to save mothers. I am proud in that respect that Ikegami-san and I initiated this “Save Mothers” campaign in Japan. In 2 weeks, we almost made about 1 million yen just by talking to Japanese people, who are now aware. If we can do that in Japan, we can do that in America, the UK, Australia, Singapore, and so forth.

It should be a national and global undertaking and parliamentarians should play an active role in this. We cannot expect bureaucrats to play an active role because

they are bound by the rules and they do not go out of their way but parliamentarians can be the best instrument in terms of advocacy and education. I hope you parliamentarians will play more and more active roles, wherever you may be; in developing countries, in developed countries and in talking to your colleagues. Thank you.

**[Dr. Kiyoko Ikegami, UNFPA]**

Thank you for the questions by the Cambodian representative. I would like to add a little bit more about the safe motherhood. We actually all know what the cause of maternal death is. There are 536,000 mothers dying a year and we can avoid most of these deaths. There was a survey by UNICEF, UNFPA and Columbia University about 3 or 4 years ago about 27 countries and we found that mothers’ deaths are caused by 3 delays.

The first delay came from lack of health awareness at the family level. That means that pregnancies are not considered as the potential root of sickness, thus if the pregnant woman does not feel well or even experiencing bleeding people would say, “That is normal, you may feel ill because of the pregnancy”. So, health awareness is not enough. As you may know, 15% of the total number of pregnancies are somehow at risk. That is really the lack of health awareness at home and there is a delay for the pregnant woman to consult the medical or health services.

The second delay happens because of the lack of social infrastructure. That means that even though the family decided to send a pregnant woman to a health institution,

there are not enough roads or public transportation and the woman cannot be to the attention of the health institution.

The third delay comes from the lack of the medical services. The last resort for saving pregnant mothers would be Emergency Obstetric Care. Emergency Obstetric Care (EMOC) requires safe blood and a medical doctor or OB/GYN that can perform the caesarean section, but we also need the medical equipment and machines so that the medical doctor can operate the c-section.

These 3 delays cause the mother to die. What can we do? We know all the reasons why mothers are dying and the solutions to save them are not as simple as saving children. Reducing infant mortality, children under 5 years old, is much easier because vaccinations are effective in saving young children's lives. But we do not have any vaccinations to save mothers' lives.

As I said, there are 3 delays, which means that more than just medical intervention is needed. We need improvement in health systems, as well as improvement in social. As Mr. Kitatani clearly mentioned, we know what we have to do. What we need now is political commitment, as well as your leadership in allocating funds differently in the national health budgets. Thank you.

**[Chair]**

Zambia, please.

**[Hon. Dr. Peter D. Machungwa MP, Zambia]**

First of all, I wish to pose 2 questions. The first is to Dr. Kiyoko Ikegami from UNFPA. She mentioned that when looking at the MDGs,

there are 12 countries that are lagging behind – there are many that are lagging. Dr. Ikegami mentioned Liberia and Nigeria but I would like to know which other countries are lagging behind. Dr. Ikegami also mentioned that MDG5 is the goal that seems to be lagging the most behind. Which other MDGs that are lagging behind? I would appreciate that information.

Let me now come to the extraordinary presentation by Mr. Kitatani who said that all MPs and politicians, whether from the developing or the developed countries, need to make an effort to make things better. For example, countries in Southern Europe are spending a lot of money on trying to throw back illegal immigrants, by shipping them out or being thrown overboard or left out on the water in small little boats, but they need to see that perhaps they would help a little bit more by spending money on ODA to help those people be more self sustainable. I would not spend so much money trying to fight this wave of immigrants.

As MPs, we need to try to see that ODA is done effectively and to try to agitate with our governments to ensure that we are able to successfully develop. How do we get our fellow MPs from donor countries, like Japan, to have the same point of view? Some people present that there is a symbiotic relationship in our countries. We fall or stand together and I think this is lucky, especially in view of the financial crisis, because some people just want to push their own agenda.

Some countries use the UN system as a tool for their own foreign policy, whereas some use it as a means of trying to work along with

other members of the international community to try to get some support where needed. Maybe that goes beyond typical population and development issues but I do think that it is quite important.

**[Mr. Katsuhide Kitatani, NPO 2050]**

Actually, what I would like to advocate is that each one of you start asking questions. Remembering the debate we had on the 7<sup>th</sup> of July, the first day, I recall you saying that you were not informed about ODA activities and that they are closely guarded by the departments or governments concerned. You are uninformed because you are not asking questions, so please ask questions.

What about this high mortality rate among pregnant mothers? Ask them all these questions and then get their answers. For instance, if you feel that international organizations are not standing up to satisfy your needs, let your UN delegations in New York ask pertinent questions.

For instance, ask your delegation to stand up and ask UNFPA leadership what is being done to reduce the mortality rate of pregnant mothers? If you do not ask questions, nothing will happen. Just remember that you are dealing with bureaucrats. Bureaucrats do not offer information, do not commit themselves and are not out there to save the world, but politicians are, parliamentarians are. So please ask pertinent questions so that people do their job properly. That is my advice. Thank you.

**[Dr. Kiyoko Ikegami, UNFPA]**

Thank you for the question. The first

question was, "Which are the 12 countries that are lagging behind most in the MDGs?" I mentioned Liberia and Nigeria because those 2 countries were supposed to be here today. I do not recall all the others, but there is only one Asian country on the list and that is Afghanistan. The 11 other countries are in Sub-Saharan Africa and those include Liberia, Nigeria, Niger, Mozambique, and Chad. I will give you the complete list of countries later on.

These countries were identified in June 2009, in consultation with the World Bank and the IMF. This means that the consensus was based on a mixture between the social and economic vulnerability for maternal health.

Your second question was regarding the effectiveness of actions and interventions for reducing maternal death. It is very difficult, first of all, to measure the effectiveness of the intervention because we do not have the correct information. We say that there is a maternal death each minute, but still that is an estimate, so please allow me to talk on this based on the estimation of the figures.

We are thinking of 3 different interventions which can be very effective for reducing the number of maternal deaths. The first one is family planning. Frequent pregnancy may lead to high health risk of pregnant women and high possibility of maternal death.

The second point is about providing midwives, or at least trained, skilled birth attendants at the deliveries. The high incidences of deaths occur at the time of delivery, so if pregnant women have the chance to be tended to by a skilled birth

attendant, the pregnant women, after bleeding for example, can be referred to the higher level of the health institutions because there is someone professional who can judge the situation.

The third is EMOC. A c-section is a last resort for saving mothers' and children's lives. By providing these 3 services to all pregnant women, we can reduce at least three-quarters of current maternal deaths. Thank you.

**[Chair]**

Thank you. If you would like more information, I do believe that the UNFPA has a website where all these statistics are available, called the "Quick Stats".

I would like to put in perspective where we are right now in terms of our discussion. Again, we should go back to the focus of ODA and funding. These statistics are very important, but I do think we need to really focus on the policies of ODA and the topics that are going to be discussed during this session. Namibia, please.

**[Hon. Elma Jane Dienda MP, Namibia]**

Thank you Madame Chair. I have 2 questions; one is for UNFPA. With regard to family planning and EMOC, how do you intend to reach all the women, especially the women in rural areas? Is it through the local languages? Is it also part of your funding to support the translation of information regarding what you plan to do?

My second question is to Mr. Kitatani on income-generating projects for women. One of our obstacles is that we do not get donor

funding for it. Yes, we get donor funding for workshops, but not for income-generating projects. It might help us if you could give us some information on how women can get donor funding on income-generating projects. Every time you submit an application for funding, you will be told, "No, we only support workshops and seminars" – but this will not help us. We want to do things for ourselves. We have great ideas, but we do not have the money to do it – that is the problem in my country. Please lead us, so that we, as MPs, can see how we can help our women start their own projects and be part of the revenue to generate income to our area. Thank you.

**[Hon. Jenista Joakim Mhagama MP, Tanzania]**

Madame Chair, maybe I should add something. What I would like to say is that you find there is total commitment from our government to fund the family planning budget but they need to get aggregate funds, so sometimes our country feels like it cannot fulfil each and everything within our budgets.

For example, in my country in 2004 and 2005, the budget for family planning was US\$7.5 billion but the amount was US\$5.5 billion. In 2008 and 2009, the budget was US\$9.2 billion for family planning but the amount is really only US\$3.5 billion. This was due to inadequate resources within our government.

The question goes to UNFPA. In situations such as this, what is the role of UNFPA to make sure that they are in the position to help these poor governments so that they

can fulfil their mission towards family planning budgeting in African countries?

**[Dr. Kiyoko Ikegami, UNFPA]**

Those 2 points from the different MPs are both very important, especially the first one. I am also trying to think about the best way to reach all the villages. There are difficulties, so that is why we cannot reach all these women who needed our services. We are still facing the fact that women are dying every minute. Out of all of the MDGs, the objectives and goals of MDG5 are lagging the farthest behind. Based on that, we try to reach all the women in the community, of course, but unfortunately that is not done very practically yet.

We are trying to work on 2 levels. One is that we are trying to work closely with the public health ministry in each country, so now we try to provide services via the public health service line.

I understand that the health centres at the grassroots level, or health post service delivery, the health personnel could be interpreters between the women patients, the health personnel, and the health posts. Most of the countries with health personnel working at the health post level are usually bilingual, or even trilingual.

Another possibility is working with NGOs, for example, the Association of Midwives. In many countries, including Vietnam and others in Asia, the Midwives Association, train and keep the personnel in the community to become a main means of service delivery or an information sharing person to the women at the grassroots level.

Those are the 2 efforts that we have been working on.

Regarding the last question about what UNFPA can do for the funding; what UNFPA can do for the funding drop? We are facing a funding drop in many countries. Through the process of the country programme formulation, we allocate that regular budget, plus additional funding, which can make up for the gap. It all depends on the availability of additional funding.

Of course it could be said that all the funding should come from the core funding but that is not really the way UNFPA can operate. Since last year we have also been facing funding difficulties, and UNFPA Tokyo Office's budget has been reduced as well since the start of the financial crisis.

There is some good news: the Thematic Fund for the Maternal Health. The Thematic Fund for Maternal Health deals with 25 priority countries, which I think includes Tanzania. This Thematic Fund for Maternal Health could be another channel of getting the fund for the country programmes for adding up some of the resources to these services. Thank you.

**[Mr. Katsuhide Kitatani, NPO 2050]**

There are thus 2 questions. One is from Namibia. To find out what kind of activities you can consider, I think we can approach any local UNFPA office and the Japanese Embassy covering Namibia from South Africa and some NGOs whom operate and finance micro-credit schemes.

I think micro-credits schemes, if operated properly, would be a very effective means to empower women and I witnessed that in Nepal and Bangladesh for instance. I suggest that you might approach these organizations locally and they can give you ideas.

Regarding the question raised by the Tanzanian delegation, as I said in my presentation, international organizations are crying for resources themselves. They do not have money, or at least enough. Therefore I suggest that there be a financing trust by major donors on very thematic issues such as reproductive health, or poverty reduction, etcetera – some countries do that.

Now that there is a new president in the United States, President Obama, things are looking up. Let President Obama speak to the Japanese Prime Minister and things will improve, I am sure. Thank you.

**[Chair]**

Uganda, please.

**[Hon. Dr. Elioda Tumwesigye MP, Uganda]**

I would like to thank Mr. Kitatani for a very good presentation. I just have 2 comments.

Firstly, we talk about public transparency and the NGO perspective on this. We note that in many countries, especially in our part of the world, NGOs help with transparency and with accountability in a lot of areas. As we were told yesterday when we went to JICA, JICA takes time to work with NGOs. The Japanese NGOs are still small; they cannot easily expand; they cannot easily partner with other NGOs around the world, so what do you think can be done to see that the

Japanese Government can do something for these NGOs?

In our country, if the JICA person comes out and works with one bureaucrat, or the Ministry of Finance, I predict you will never know what the place is doing. I think you can learn from others like USAID, the EU who all have 2 channels; one for the public sector, one for the NGO sector, and they have shown taxpayers what is being done in both areas.

My second comment is regarding the economic crisis. In your presentation you said that even with the economic crisis, you think that governments can do much more; you think that what is being provided as ODA is a very tiny fraction of the GNP of the economy. But I wanted to see if you can see the other perspective. For example, if a developed country like Japan helped Africa come out of its problems, then the purchasing power of every African goes up and it also helps to stimulate the economy in Japan. But for example, in Africa, many people cannot use a fridge because they have no electricity; they cannot play music because they have no electricity; you cannot use anything electrical. You cannot use ipods or mobile phones or whatever, because they do not have the capacity. Imagine, however, that if the markets were available, the purchasing power of the Africans would increase. Just like in China where they changed their status and they became aware and their consumption increased and in turn the price of things increased, so do the people in Japan see that by helping Africa come out, it cannot help the economies?

**[Mr. Katsuhide Kitatani, NPO 2050]**

Japan's role is changing. For instance, at last year's G8 Summit Meeting, the then Prime Minister Fukuda promoted more investment – more ODA for Africa – and I think that the Japanese Government will stand by that commitment. In my opinion it is still too small, but it is coming.

At the same time, I must say that the world is changing. A world economy based on fossil fuel is a “no-no” now. So what you have to have is alternative sources of energy like solar, or wind powered energy. There are tremendous opportunities for African countries to have their own resources and to invite various entrepreneurs from Europe or Japan or China.

China, for instance, has a population of 1.4 billion people, many of which are poor. We go tree planting there 3 times a year and I plant trees with very poor people whose annual income is about US\$60 or US\$70 – as poor as Africans. So, if China can do it, Africa can do it. But, of course, each country has its own limitations and conditions. There is a book that I recommend by Jeffrey Sachs, titled *The End of Poverty*. It is a very good book and I think that through reading this, you can get very good hints from Jeffrey Sachs.

JICA is also changing now. I am an NGO and theoretically I am interested in coming to Uganda and helping people there, but I am constrained, both physically and financially. At the same time, I would not like to go to JICA and ask them to finance our activities because you are afraid of their bureaucracy and paperwork. These things have to be

overcome. But as I said, the world is changing now and things will be much better soon. Let us tighten our belts and be prepared for things to come. Thank you.

**[Mr. Shiv Khare, AFPPD]**

I have something very controversial and revolutionary that I would like to share with you.

The ODA over the past 50-60 years has followed the same pattern. ODA goes to the government. The government deals with the budget and then the facilities are used, but the poverty remains, thus things continue the way they are and more ODA keeps going in. Can we think of a different way?

ODA agencies should think about reducing their connections with the government, involve more NGOs, and also use the private corporations. The Americans give some money to the private corporations to do this development work in third world countries – this idea should be further explored. Suppose that health infrastructure has to be created; private corporations would be given funds to create good health services.

If you really evaluate the large sums of money which have gone to countries, the country should have doubled it by now. Look and calculate the money and how much the countries have received, especially in Africa and even Asia. We have had a calculation of the money which was given to Bhutan for development. If that money had been given to the people individually, then most probably the people would have been very well off. Therefore, there has to be a system change, otherwise in 10 years time we will

still be having these types of meetings about helping the terribly poor, and only a certain percentage become richer.

**[Dr. Osamu Kusumoto, APDA]**

As you know ODA is a part of diplomacy, therefore we need to create some kind of mechanism to overcome several obstacles; the main concern is how we can transfer this ODA effectively to the people.

I would like to respond to 2 questions from Namibia. What you have mentioned is correct. Only implementing population programmes is not useful. What is important is how people can sustain livelihoods. Our association's name is the Asian Population and Development Association which means that we are working under the context of sustainable development. Population is one of the very important factors for achieving sustainable development.

Parliamentarians are purpose-oriented, and ways in which to set goals in respective countries is very important. I think that first we need to discuss what kind of development programme is required in each country and set up policies for implementing these programmes.

Another question was from Zambia, which was how can we have connections with Japanese parliamentarians who have interest in this field? Hon. Mashiko is here today and he will become the next Cabinet Minister of Economy, Trade and Industry. We also have more than 100 parliamentarians for JPFP and APDA serves as the secretariat of JPFP; you

can put forth your opinion to the Japanese parliamentarians through APDA.

**[Chair]**

I think that what we, as parliamentarians, actually need to do first and foremost is to hold our governments accountable. The current financial crisis is actually at the top of their priorities now. I think that the point made by the MP from Uganda is actually very accurate in the sense that, for example, MDG5 and the alleviation of poverty is one of the ways in order for us to ease the global financial crisis. I believe that even the financial crisis has a global solution and I think that achieving the MDGs is one of the global solutions that should not be forgotten by international organizations or donor countries.

Now, what can we do as parliamentarians? One thing is to really hold our countries responsible. All of us are probably signatories of these international documents and all of the MDGs were committed to by all of our countries. What are our governments doing about it; are they actually putting in some funding? Of course we need to help and we could give suggestions as well in trying to help donor governments spread the word that this is indeed the way to go and is important. We need to help the individuals of developing nations. Thank you.

Thursday, July 9<sup>th</sup>, 2009

## **SESSION 2**

### ***Parliamentarians' Role in Good Governance***

**Dr. Kazuo Takahashi**

Professor,  
United Nations University (UNU)

---

This morning, the G8 representatives and representatives of developing countries are meeting in Italy to address the major question of how to deal with the current financial and economic crisis. We already know that the poor governance of some private enterprises, combined with poor governance of major governments in the area of finance, have brought the world economy down. Some have maintained that there will be a US\$300 billion to US\$400 billion reduction of resource flow from industrialised- to developing countries this year.

This extremely negative situation is combined with the negative impacts in the area of trade. We know the severe impact related to commodity trades from the volume and the price side for developing countries – we still do not know the exact figure, but we know that the negative impact is very severe. We also know that in recent years remittances of those who are working in industrialised countries from developing countries have reached over US\$240 billion a year and this will be reduced significantly. Therefore, the negative impact of the current financial crisis, which is the making of the major industrial power, is a serious concern.

We have to think about this against the background of some of the important lessons we have been learning throughout history. In 1980, on the outset of the oil shock, the private flow to developing countries was reduced to zero. Until that, major financial flow from major industrialised countries to developing countries have been banking credits and that was brought to zero, whereas if you look at the statistics in 1980 and 1981, ODA flow was constant. I expect that in this current situation, once again, that in the private sector, the negative impacts of the current crisis in developing countries will be extremely severe and the proportion will be very large. The ODA flow will continue to be more or less the same – this is a major lesson we learned from the second oil shock.

On that subject I would like to begin with trying to find some lessons which would be useful for all of us. The theme of my presentation, which I think I have distributed to you in one page is titled “Governance and Population Policies; Development of a Third Way Regime”. The Third Way Regime was born in the social crisis at the end of the Cold War in Europe. This approach for governance for development purposes will be valid and my hypothesis is that, in the coming period,

our major task will be to try and construct a Developmental Third Way Regime for the development process in the world community.

I would like to start with the success waves of development in contrast to the enormous number of miserable failures in development. In terms of number of countries, well over 100 countries have suffered from failures in development in the past 60 years. Many of them have been condemned to such a situation as vulnerable states, falling states, and even failed states; whereas in 1960, the beginning of the “year of Africa”, we know and can recount that the per capita income of independent African states in that year was 25% higher in per capita income of East Asia independent developing countries. Some of these Asian states are the focal points and expectations of the world community now, whereas some of the African states are serious concerns of the world community. What happened in this half-century?

There have been 4 waves of success of development. When we try and discuss governance, we have to base our own frustrations and discussions on successes of development.

The first success started in the midst of the confusion of the world economy coming out of the first oil shock of 1973. Successes at that time came from so-called “NIEs”, which were initially called “Newly Industrialising Countries” – “NICs”, which later came to be called “NIEs” – “Newly Industrialised Economies”. The NIEs were referring to Korea, Taiwan, Hong Kong, and Singapore.

Singapore is already at the top echelon of the world economy; Korea is a member of OECD. These countries’ performances in the course of the 1970s became a major concern for industrialised countries because of the trade challenges but upon reflection, these 4 economies represented the first wave of success in development.

The second wave of success started in the latter half of the 1980s and continued on to 1997, which was the beginning of the Asian economic crisis. This time, South East Asian countries became the centre for successful drama of development, which the World Bank in its report dubbed “Miracles of Development”. For us, as professionals of development studies, it was not a miracle at all but was only a reasonable consequence of the efforts of South East Asian countries, which I will explain later.

The third wave came from China and Vietnam, which is still continuing and is a major focus of the world community. The fourth wave of success came from India and this is also continuing.

All of these 4 waves together, in terms of the number of people involved in these countries, constitute half of the population in developing countries. Therefore, although in terms of number of countries which have been suffering from development failures – and we witness an enormous number of failures – the population of a majority of developing countries are beginning to benefit from the successes of development. This is where we are in terms of developmental performances of the past 60 years.

What have been the major common elements of successes of development? There are 2; firstly, the introduction of the liberal economic policy packages. Liberalism or not has been the major point of ideologies from the 19<sup>th</sup> Century, onwards. For development purposes, however, we know for fact, not as an ideology, that the introduction of a liberal economic policy package is proven to be a necessary requirement.

Second, articulation of policies has to be pursued by the officers of the countries concerned. Autonomous decision making, to a large extent, is a necessary requirement for success in development. There are many interesting important points, but at least these 2 are common for all of the world works of successes in development.

There are, however, a number of costs to success in development, as we have learned from these success stories. Again, there are 2 broad areas. One is related to weak social policy considerations. The efforts of successful countries in social policies related to such areas as education, population and health have not been sufficient; therefore, we are witnessing such a phenomenon which is the increasing of the rich-versus-poor gap with social consequences in all of these countries. For instance, we know the violent conflicts taking place in the western part of China, and because of this, the president of China was forced to return to China from the G8 Summit.

The second cost is related to environmental destruction, which is common in all of these

success stories; the environmental costs of development successes have been enormous. Although there are many points which need to be made I would just like to paint a schematic picture of success, and its reasons and costs and then we know what we have to do in broad terms.

We have to pick up the main reasons for successes related to the introduction of the liberal economic package and autonomous decision making, but at the same time, we have to do something about the social and environment policy area. As we introduce the development policy package, we have to do it at the same time. How do we do it? That is our challenge. That is the lesson we have been learning from 60 years of experiences in development.

The key for this is the roles to be played by parliamentarians. Why is that? In social policy areas and also the environmental policy areas, what is essential and what is needed is close contact with the people. Consequences of lack of social policies are felt by the people; the consequences of environmental destruction are felt by the people; and the parliamentarians are elected by the people. If we leave all of these to the administrative structure, which tends to be insensitive to the people on the ground, we cannot combine a liberal policy package with social considerations and environmental sensitivity.

I think because of this situation and because of the need for a new policy direction which would be called the "Developmental Third Way Regime", parliamentarians' roles and parliamentarians having close contact with

the people is essential.

What are the entry points in order for parliamentarians to play this particular role? We have to begin with what clearly exists in each of the parliaments, which is the right to discuss, deliver, and decide on budget and its course; and social considerations, environmental considerations, which are almost always weak. We are clear on what they should be in the proposals of the administration and they need to be balanced out by the pressures of the parliamentarians.

The second entry point is examination, and in some cases, approval of ODA projects in parliament. This system may not yet exist but from the viewpoint of the donor community – where accountability of ODA is becoming a major issue in any of the donor countries – parliamentarians' participation, and reflecting the views and sensitivities of the people, will be a very big welcome.

Putting both the examination of budgets, discussions, approval of ODA projects, introduction of social considerations, and environmental sensitivity into the policy package and budgetary package will be more shared than before.

At a time when the private sector financial flood into developing countries is being reduced because of the current economic crisis and ODA being a constant factor, parliamentarians' involvement in budget and ODA in this manner will be a very useful introduction into a new challenge of trying and elaborate the Developmental Third Way Regime in each of the developing countries.

I would like to ask you 2 questions: 1. How should parliamentarians detect social needs such as population policy and translate them into a policy base for the evaluation of ODA projects?

2. Is it possible for parliamentarians in developing countries to organize a coalition of Third Way Regime advocates, as in Europe, in order to strengthen their voice domestically and internationally? The Third Way Regime, which in good, old terminology, is a social democrat theory based on market operations. This was born out of the end of the Cold War when socialism became discredited. Market operations became the basic common denominator in all industrialised countries, but as Marx stated in the 19<sup>th</sup> Century, market operations produce social problems. The social problems have to be taken care of by the public sector. How do we combine the 2? By creating what is called the Third Way Regime.

The MDGs grew out of the OECD strategy for development, which was put together in 1996 and is exactly the same as was adopted by the General Assembly 4 years later. This strategy was born out of the coalition of the Third Way Regime. If developing countries pursue the MDGs, developing countries also have to try and pursue a Third Way Regime for development purposes.

In Europe, the Third Way Regime advocates, which at the time when the MDGs' original version was adopted, 13 out of 15 EU Member countries were pursuing the Third Way Regime and at that time, the Japanese Government was led by a socialist Prime Minister who was pursuing a Third Way

Regime. In the US, former President Clinton attended Third Way Regime conferences in Europe each year.

In effect, industrialised countries backed up a very clear consensus on Third Way Regime policy lines and that was the political basis for the MDGs. Globally, without a clear policy basis, just talking about the MDGs does not mean anything. On the industrialised and the developing countries' side, we have to try and pursue a global coalition of the Third Way Regime; for developing countries, a

Developmental Third Way Regime needs to be pursued.

How do parliamentarians in developing countries elaborate developmental versions of the Third Way Regime, and try to coalesce among themselves across borders and become the centre of pursuance of the MDGs and beyond? These are the 2 questions I have for you.

Thank you very much.

Thursday, July 9<sup>th</sup>, 2009

**SESSION 2**  
**Discussion**

**Chair: Hon. Dr. Elioda Tumwesigye**

MP, Uganda

---

**[Chair]**

Thank you very much Dr. Takahashi. I do not understand this Third Way Regime very well, but should I assume that, for example, in the United States, we are seeing that President Obama and the Democrats are trying to push for healthcare reform to enable every citizen to get health insurance. There are 49 million people in the US who do not have health insurance and hopefully they will be able to get insurance through the healthcare reform. Is that one way of combining liberal policies with social policies? Is the Third Way Regime the way to go ahead in the world?

In Uganda, the IMF and the World Bank would come and say that government has no business in business. We, thus, restructured and reduced the personnel in public service and the small government got out of business. What we are now seeing in the world though is that government is taking over Chrysler and General Motors and many other companies, and they are also moving more towards socialism – is that the Third Way Regime?

**[Dr. Kazuo Takahashi, UNU]**

Good point. This question is also related to the term “governance”. What does governance mean? This term became an

international term in 1989. The previous year, 1988, with the end of the Cold War in sight, the US proposed at the Aid Committee at OECD that from now on industrialised countries would not have to be concerned with the challenges of the Soviet Union. Therefore, the Western countries would not have to provide aid to developing countries with the Soviet Union in mind anymore. In that situation, if the Western countries still have to try and provide aid to developing countries, what is the objective? Strategically, developing countries lost their importance, or were losing their importance – that was in 1988.

There is one thing that industrialised countries should pursue in and that is the democratisation of developing countries. At that time, the US insisted that in the coming period, developing countries will be in a situation where peace within developing countries will have to be guaranteed. The best guarantee is democracy, which was not commonly pursued at that time in developing countries. Therefore, all the ODA from now on has to be to promote democracy in developing countries. Nordic countries violently objected to this and felt that ODA was a clear intervention in developing countries; an intervention in

sovereignty. Therefore, we have to be very careful about ODA. Intervention had been pursued by multilaterals, not by bilaterals, and we have been careful about it. All the agreed interventions have been given by the World Bank and IMF.

The US did not feel that bilaterals needed to intervene in domestic affairs of developing countries, thus there was a crisis between the Nordic countries and the US, and this discussion went on and on. Japan was just about to become the top ODA donor, clearly listening to both sides.

At a certain point, as usual in the international community, aiming at a good compromise between the two was Canada. The Canadian representative said, “Well, I will read out the constitution of Canada to you”. In the preamble of the Canadian Constitution, there is the term “governance”, which is a neutral term. It is not democracy per se but a good structure of participation, transparency, accountability, and fairness – all these good things are the task of the government.

We do not mean to intervene with everybody, but it is useful to enhance this idea anywhere. With that in 1989, in the policy declaration of the ministers of industrialised countries, it was stated that from then on, governance was considered as a concept of utmost importance in our countries and also in developing countries.

This, translated into the European context in the early 1990s, became a Third Way Regime Government: the emphasis of small governments, but social needs have to be

met by the government and also by the civil society. A good, efficient, small government and civil society try to run the market economy as smoothly as possible and also catering to the social interests of the people. Such a regime that puts market economy and social considerations together has been called a Third Way Regime. Why Third Way? We have been talking about the dichotomy between market-orientated, capitalist, democratic West versus planned-economy orientated socialist East. Now, we are pursuing not one of those, but a Third Way – a third way by putting together both the market and social equity and other social considerations. That is what a Third Way Regime is all about.

In the US, Former President Bill Clinton started it, his successor destroyed it, but now President Obama is trying to pursue the Third Way Regime again. The health sector is an extremely important area of concern for a Third Way Regime anywhere where a Third Way Regime is pursued. President Obama’s emphasis on health insurance is an important component of the American version of the Third Way Regime.

**[Chair]**

Thank you for your answer, professor. It reminds me of those Jeffrey Sachs lectures at universities in the US and Europe which are aired on the radio. Zambia, please.

**[Hon. Dr. Peter D. Machungwa MP, Zambia]**

Thank you very much. I really enjoy your exposition on these matters.

What is your view when we look at the roles of MPs in these matters, and when you look

at what is developing now with regard to food security, which is MDG1 and hunger?

In some of the countries that are economically powerful, there is this very recently developed approach where they are going to acquire large tracts of land in African countries for food production. I think this has caused problems in Madagascar in terms of land to be reserved for growing food. They get a lease for a certain amount of years. This may look like they are trying to address the MDG1, and to end extreme poverty and hunger, but there is already a lot of poverty and hunger in the developing country itself.

What is the role of MPs from the sending countries in cases like this? For example in China, which is an economic power, is engaged in this kind of thing. How do you situate this?

**[Chair]**

Maybe we should expand on this. What is happening, for example in Uganda, is that North Korea has bought a big portion of land and they come to grow crops but they do not even process it, they just take it back to North Korea. I think that Libya is also coming to buy pieces of land as well. These are not ODA gifts – we are just giving away land.

**[Hon. Dr. Peter D. Machungwa MP, Zambia]**

I am not sure if they are calling that some sort of ODA, but perhaps they come and also build a clinic. In the final analysis, however, it is certainly not going towards the attainment of the MDGs.

**[Dr. Kazuo Takahashi, UNU]**

Related to the question of food security,

where land tracts have been exploited by the public and private sector, as well as internationally, I would begin with the remaining resource related to food which is water. Food security has been a major issue in those countries where water is an issue. These are more or less the same – about 70% of the water is consumed for agricultural purposes.

A major conceptual problem of agricultural productivity in the past has been that productivity has been measured by the amount of produce coming out of a unit of land. I have been advocating a change in this concept: agricultural productivity per drop of water – this is more real. If you look into the agricultural contracts between governments and international concessionaires they only refer to the land and do not include water. We must try to identify the power of water. From there, if I were you, I would begin my struggle. Thank you.

**[Chair]**

There is a scramble for resources, from land to water. How much do you spend to produce rice that will be taken to North Korea? In the end you lose land, you lose water, and you become more insecure.

**[Hon. Elma Jane Dienda MP, Namibia]**

Professor, thank you for putting my thoughts into action regarding the Developmental Third Way Regime. I have been thinking of this since I joined parliament, but I did not know how to put it together but now it seems like there is a way out for me. Could you please give me more information and contacts of people who are in Europe, so that I can learn from them and advocate it in my

own country? I think the new, young members who are in parliament in Namibia, all of us, are in favour of this Third Way Regime and we do not want to be socialist or liberal anymore; we want to join our efforts.

My second question is on parliamentarians for social policies on education, population, and health. In our parliament we have committees dealing specifically with specific issues, but it is the party that must decide who must be serving on which committee, so you will find members of parliament serving on a committee that they do not have any interest in at all. When you are bringing policies to that committee to discuss, it is not a national issue anymore. Even if you are right, if the majority says “no” then it is “no”, even if it is a very good policy. It means that our mindsets are not yet centred on national issues, but only on my party level. How can we overcome this? Thank you so much.

**[Hon. Fredrick Outa MP, Kenya]**

I would like to thank the professor for such an elaborate presentation. You really illuminated my thinking on how we can go back as parliamentarians to our countries and be the vehicle of the Third Way Regime.

Somehow, however, I am wondering – let us say that developed countries want to be able to address issues and yet you can see, more like a hidden agenda, their way of thinking of coming to “help” alleviate poverty. If you see some of those projects, you realise that the countries are not really gaining at all. In their frame of mind, they are capitalist.

When we talk about the health care service,

in Kenya for example, it could be possible to have cheap and affordable drugs made locally, yet you realise that most drugs are imported. The giant companies would not even think to set up those companies within those countries. You realise that when they come in, they will still negotiate with the government in terms of big contracts that will consume the government expenditures. In addition, big organizations that are coming in to chip in the money will end up taking money to their countries.

We, as parliamentarians from developing countries, will be able to organize and form as a coalition of a Third Way Regime. I see that is possible, but on the other hand I see a situation whereby we are too corrupt; corruption is a song – this is really my worry. Here I am listening to your thoughts of how we can really be able to change our country, but when I go back I will still be influenced by these big major companies to do things that are not helping us to achieve even the MDGs.

I do not know how we will be able to achieve that in Africa. Year after year, we are caught up in this tight web of corruption. In parliament we have good policies but then implementation becomes a major problem. The African Union, with the unity of parliamentarians, could bring African parliamentarians together for a meeting dedicated to accountability.

And yet, the threat is there – a number of power-hungry leaders from various parts of Africa are not making it easier even to have this coalition. For example, the East African Federation, of which Uganda, Tanzania and

Kenya are members, have good policies. In listening to them in the seminars that I have attended, their ideals would bring economic empowerment to the region and they would even be able to use one currency yet, at the back of their minds, if they talk to the presidents, then you wonder whether that will be achieved. My concern is that I do not know if that will be achieved. We are talking of changing and devising policies that will empower people and yet, with the measures, I do not know how that is going to be possible.

**[Chair]**

Thank you. Next, Tanzania.

**[Hon. Jenista Joakim Mhagama MP, Tanzania]**

Maybe the professor could help us on how we can organize ourselves so that we can reach a certain point.

Professor, I am having a problem. I do remember from the history of Tanzania, that during the 11<sup>th</sup> Century, the development of the African continent and the European continent were at the same level before the industrial revolution. After some time, however, we started to lag behind the European continent and now we are still lying behind.

It is true what you have told us about the successful waves of development but from what I understand, especially concerning most African and other developing countries, is that they are still depending on donor aid. Our economy is still external-oriented – we cannot do anything ourselves. Even though we have the will and wish that we could

move on from the place we are now, we still depend on donors; we still depend on most of the developed countries.

So, what can us members of parliament do within our countries to make sure that we join our hands, we reorganize, and we achieve the development, as our fellow friends from the developed countries? Maybe today, professor, you are in a better position to help us in formulating a new way ahead.

**[Chair]**

Maybe there is a need for a Fourth Way for Africa? The 11<sup>th</sup> Century was a long time ago, but how about recently? As the professor said, we had a better per capita income than that of Asia in the 1960s. So what happened? Why is Africa remaining behind? But then even in Asia, why is it that not that all the Asian countries became “Asian Tigers”? The residents in Asia could perhaps help us in Africa. Could external interference be having some role to play? Philippines, please.

**[Hon. Darlene Antonino-Custodio MP, Philippines]**

It is unfortunate that even though the Philippines is geographically part of South East Asia, the Philippines did not achieve the same thing as what Thailand, Japan, Vietnam, and our other neighbours achieved. Especially during the 1960s, the Philippines was actually a tiger in terms of the economy of Asia, but then the Philippines lost several momentums.

I actually believe that the Philippines has a Third Way Regime, more or less, in terms of the policies that are already set. I think that

the market is actually quite liberal in the Philippines, except perhaps for ownership of land. As a matter of fact, there were certain policies that were put in place by the WTO that passed as legislation. There are also social policies in the Philippines, except for a policy on reproductive health.

It is the government institutions that need to be enforced, and they need to work in terms of serving the people. I think that improved governance is even more important now. Unfortunately, we have a very weak government system that lacks check-and-balance. I am glad we have the senate, but the congress is very much controlled by the ruling party – parliamentarians are actually controlled.

In saying that, however, there are things we can do. There are people who are fighting policies in terms of population within parliament. As long as the issue is non-political, the parliament of the Philippines can bind together, whether you are in the opposition or administration; one of this is actually population and reproductive health.

The difficulty here is really in the oversight of the implementation of these policies that have been affected. Many of the parliamentarians cannot question the policies, rules and regulations being done because of the fear that it will go straight up. That is the difficulty and I am hoping that there is indeed a push to strengthen democracies and government institutions, in order to demand good governance from their leaders.

**[Chair]**

Thank you. Governance is synonymous with democracy. Next, Vietnam.

**[Hon. Dr. Nguyen Van Tien MP, Vietnam]**

Thank you for your presentation, professor. I have 2 questions that I think are important. I think that it is very possible for parliamentarians in developing countries to organize a coalition for a Third Way Regime. You can integrate the orientation of the Third Way Regime in ways such as the AFPPD or APDA. In each of the conferences or seminars during the year, you can dedicate 1 session for that and some resource persons could explain that – I think that this is possible and easy and you can use integrated resources such as AFPPD and APDA.

Regarding your request as to parliamentary support for ODA and social policies – the parliament supports that, but there are not many ODA projects for social affairs; they mostly focus on infrastructure. Japan's ODA for Vietnam, for example, is mostly for infrastructure.

We have a lot of experience regarding development and the Third Way Regime. We know that in China's open policy, the focus is only economic only but in 2000, it recognised that it needs to follow the Third Way Regime. Now they call it a "harmonised society" which means economic growth and social equity. When we have an open policy in Vietnam, we aim at economic growth together with social equity. However, we think that it is sometimes slow for development; more equity is good but development is slow sometimes.

The government spends a lot more than the private sector on issues such as health. When the government spends a lot of money on that, corruption is also an issue. For instance, last year our parliament debated that issue when the government spent US\$1 million to build a hospital but the private sector would spend maybe 50% or 60% of that for the same quality.

I would also like to ask how much of Japan's ODA goes to social projects. Thank you.

**[Mr. Shiv Khare, AFPPD]**

If you see the development which has taken place in most of the countries in Southeast Asia, democracy has not been a great factor. These countries do, however, have good governance and have become developed through that.

The second factor, upon examination, is reduction in population. Population policies in Thailand, Vietnam, and China have been quite successful. All three of these countries also have a "guided democracy", whereas the countries which have very open or vibrant democracies have not been very successful. I do not, however, know what the reason is nor do I know which formula we should adopt for development. Middle Eastern countries are not democratic, but they have all developed and been able to provide the basics to their civilians, which also demonstrates that good governance is more important than the form of government which you have.

**[Dr. Kazuo Takahashi, UNU]**

An entry point to the actual operations of

the Third Way Regime coalition in Europe is the Labour Party of the UK. If you try and contact the Labour Party office, they will give you the details of what European parliamentarians are doing. Tony Blair is very active and a professor at the London School of Economics and the brain for this movement – they will tell you all about it.

Corruption is a major issue all over the world and it will be highlighted as a major issue in the Declaration of the Summiteers at the end of the day tomorrow. Power is corrupt – that is almost by definition and this has been addressed. The World Bank has been addressing it in an extremely clumsy way but it has to be addressed all over the world and it will be a major factor in the outcome of the G8 Summit Meeting in Italy.

With regard to Japanese ODA and its social policy component, Madame Ogata, President of JICA, makes it very clear that against the background of the negative impacts of the global economic crisis, a top priority of the New JICA is to strengthen a social safety net in each of the developing countries. This is a new concern and, therefore, it has not been formulated in terms of concrete projects. So, I think it is true that, until now, the proportion of the social policy area of Japanese ODA must have been rather small but it will increase. This is the policy intention of the President of the New JICA.

I would like to propose something to you that is related to my experiences of interactions with my colleagues in Korea and China. Korean friends began to advocate that they should create an aid agency in Korea. I then told them about the story of the River

Jordan in the Middle East. Upstream of the Jordan River there is a very fertile lake, the lake of Galilee, and at the end there is a lake called the Dead Sea. That is what individual society is all about. If we only receive water from upstream in the global society, we end up being the Dead Sea, but as we receive from upstream and as we provide water downstream, fertile the Sea of Galilee – that is what individual society is all about.

Japan started ODA in 1954 when Japan was still in shambles, but nonetheless it started its ODA programme. A small ODA

programme strengthened the Japanese Government enormously because it requires accountability both to its own people and to the partners at the same time. I think that in each of your countries, if you try and begin to discuss a possibility of elaborating an international cooperation programme, it will impact tremendously on the governance of each one of your countries.

Thank you.

### **SESSION 3**

## ***Standards of Accountability Set by Donor Countries/Agencies***

### **Prof. Dr. Hiromitsu Muta**

Vice-President for Finance of the Tokyo Institute of Technology;  
Vice-President of the Japan Evaluation Society

---

My presentation is about the effective cooperation of ODA monitoring and the evaluation between donor and recipient nations.

Regarding the relationship of ODA between donor and partner nations, the monitoring and evaluation is conducted mostly by the donor countries. However, it has become increasingly important that partner nations also take part in the monitoring and evaluation, so I would like to begin with this in detail.

There has been some joint monitoring and evaluation done by the donor and partner nations in the past; however, even if we say it is a joint commitment, donors are usually the main players and the evaluation results are just announced to the partner nations in the form of seminars. In the future, the most desirable means for monitoring and evaluation should respect the active participation of the partner nations; partner nations should be the main players in actively conducting the evaluation. That is one way to look at this phenomenon.

There are 5 backgrounds against what is going on:

1. Achievement of Evaluation Objectives

2. Results-Based Trend
3. Shifting from Projects to Programmes
4. Donor Coordination
5. Emphasis on the Fields

When we say we focus on the objectives of monitoring and evaluating assistance, we aim at doing 2 things: to ensure accountability and transparency.

ODA is funded by the taxpayers and this is a public fund, thus people need to be accountable for validity, effectiveness, efficiency and transparency in using this public fund. Accountability has to be ensured and this is one of the objectives of the evaluation.

ODA should be accountable to, not only the people in donor nations, but also to the people in the partner nations. The reason is that the prime target for ODA is the recipient and the people in the partner nation, and also all the stakeholders involved. If the assistance is in the form of a loan, or even a grant, the partner is shouldering some amount of burden.

Unless we can obtain understanding and active participation of the people in the donor and partner nations, development

assistance can never progress. Accountability has to be obtained to encourage stakeholders' understanding and active participation; through improved transparency, the donor makes their standpoint clear as they align with other donor nations.

The second objective of monitoring and evaluation is learning. The assistance policy programme or project does not necessarily succeed through the learning process, so I think there is always room for improvement. In order to establish a valid learning process, we have to do a proper evaluation and we need a system to feedback evaluation results effectively. If we find out that the original goal has been achieved as a result of evaluation, all we have to do is continue the status quo, but if improvement is needed then we have to work on that. If programmes or projects that have finished are to be evaluated and improved, the lessons can be applied to similar international assistance activities that will be coming later. If it is an assessment of an ongoing activity, the evaluation results will help improve that particular activity, so ODA evaluation would serve as a support for oversight functions.

This philosophy is found in common within all the donor evaluation objectives; therefore, I believe that enhanced evaluation will bring up the quality of ODA. The evaluation should not be done only once the project and assistance has finished; we should conduct evaluation before the implementation and even during the implementation to support self-management. This learning process is important not just for the donor, but also for the partner nation. Again, the benefits of

improved ODA will be received by the partners by making full use of the resources put forward by the donors.

“Outcome-focused” is now the name of the game in the world. Due to the tightening of the fiscal policy, there are many people questioning whether ODA really contributes to the development of the developing nations – not just in Japan but likewise in other donor nations.

We do have to provide evidence that aid is providing enough effect in a proper manner; otherwise we cannot continue the assistance. We need to not just provide the evidence that proves that development assistance is conducted but we have to show that the assistance is making a difference to the society of partner countries. Outcome, output and impact that change the lives and socio-economic development should be shown.

We need an indicator to show the results. Even different evaluators can make measurements using the same criteria if there is an indicator. Although the quantifiable analysis is not necessarily always required, we need powerful evaluation to be used as a tool to convince donors. These results are not just important for the people in the donor countries but also for the people of the partner countries. If it is a loan then it is even more important because it is in relation to the debt of the partner country.

It is very difficult to achieve a desirable social outcome by individual project, so now there is a shift from individual projects to programmes. Assistance tends to be not just

helping individual projects, but providing a comprehensive, integrated scheme aiming to develop the entire target area or the target sector. Many donors currently adopt programme approaches that organically combine multiple projects that are related to each other.

In response to this, ODA is shifting from evaluation for particular projects to the entire programme or sector, or even as evaluation for the entire nation. As an example that we often see in ODA, if you are to provide assistance to build a school, what is the goal? It is to make progress in education so that more children can be given the opportunity to study and the education quality will be improved. Now, is building a school enough? Of course, that is not enough. Just building the building is not enough. We need teaching materials and we need qualified teachers, so it has to be a multi-faceted approach.

This shift from project-wise development to sectors as a whole is aligned with the discussion about outcomes and impacts, or how much difference the efforts can affect social life – such higher goals are most important. The more advanced and the more comprehensive goal becomes, not just a single donor but many donors and administrative organizations of partner nations have to be involved. Therefore, evaluation activities should be undertaken not just by a single donor, but by multiple parties concerned – both donor and partner nations need to join hands. That is how evaluation is coming to be done in a collaborative manner.

If there are multiple ways of achieving higher goals, it is not possible for 1 single country to undertake the work, thus it is natural if donors join hands or share their roles in providing assistance to the projects to ensure the successes of the outcomes and impacts. If the outcome indices take a favourable turn, there are multiple projects that can be brought along so that such project changes and elements contribute to their success.

The extent to which a project contributes is uncertain. It is difficult to quantify which output affected what and to which extent, especially if the goal levels are higher and we evaluate sectors and nations as a whole. In the case of Poverty Reduction Strategy Papers (PRSP) and Comprehensive Development Framework (CDF), it is not productive for each nation to conduct an individual evaluation – it is more practical to conduct a joint evaluation in order to gauge the success as to how much higher level goals have been achieved.

However, there are partner nations' daily administrative undertakings which are equally integral to Japan's ODA project achievements. Within each of the donors, even in the case that Japan's ODA investment is comparatively larger than other donors', it is usually small compared to what the partner government is investing in.

Let us say Japan is trying to increase the quality of the education by giving textbooks to a school. In order to increase the quality of education, we need buildings and qualified teachers. Compared to the money for text books, however, it is much more of an investment to teach the teachers and

provide a building. Partner governments' investments will amount to a huge sum, and we have to understand that all the projects should be undertaken and evaluated jointly, with the help of partnering nations.

Fifth, we should also be field-oriented. Because evaluation has to be objective in its results, some think that it is best if evaluation is undertaken by people who have no direct interest. JICA, for example, sometimes send their contingencies to do an evaluation of a particular project for a short period of time. Do they understand everything about the project? Probably not. I think that evaluation should be done by people in the field who fully understand the project. If we need to guarantee objectivity, we can ensure that by producing an evaluation manual or a secondary evaluation. If we are looking at monitoring the indices, people do not need to be sent all the way out to the project. As long as indices are fixed at the preliminary evaluation, it is probably much more efficient and does not really pose any question of whether the partner nations' counterparts are collecting those fixed monitoring indices. The indices do have to be continuously monitored so that the changes of the progress are closely watched. Based on such monitoring, we can then change the course of the action if necessary, or we can add new indices to gauge the improvement. That is how we can succeed in the project.

Now let me address the challenges for improving joint monitoring and evaluation. There are 4 points:

1. The donor and partner country share clarified goals and objectives

2. Shift from ex-post evaluation to ex-ante evaluation and mid-term evaluation
3. Capacity building
4. Feedback of the results of evaluation to the partner country

First, we must clarify the goals and objectives which must then be shared between donors and partners. The objectives have to be clearly spelled out and presented to the people concerned in order for them to have a clear view as to how achieve these objectives. We then need to measure whether the objectives have been met – objectives can not be something that we can not evaluate or measure. Evaluation at the national and sector level is only possible if ODA is implemented as part of the national and sector level programmes. Only compiling individual project evaluations does not mean evaluation at the national or sector level – evaluation for individual projects is one thing but evaluation for sector level or national level programmes is another. Discrete projects do not reflect the overall policies of the programme at the sector level or at the national level either, or are not comprehensively evaluated.

If there are very clear objectives from the very start of the ODA plans, structures and systems, as well as the indices corresponding to the objectives, the evaluation task is easier and all that is necessary is to check the changes in indices. If you are going to do a sector based evaluation, the objective must first be clearly described, structured and systematized, and then the programme can be planned accordingly. If we try to combine separate projects to make it a sector level or national level programme, it is not possible

and we cannot expect results.

It is very important that the partner country knows what the exact objective is that has been established by the donor countries, otherwise they cannot collect necessary data to evaluate. Clear understanding and progress of the evaluative ability of a partner country makes continuous collection of data possible, which then leads to high quality evaluation. Joint monitoring and evaluation is essential for the expansion of the programme, but I must note that effective planning is essential.

Next, let me explain about the shift from ex-post evaluation to ex-ante evaluation and midterm evaluation. Ex-post evaluation used to be the conventional way, but we now focus on ex-ante evaluation and even midterm evaluation. The reason for this is that post evaluation was said to be useful if it is applicable in the planning of a similar project in future, but in reality it does not happen that way. For one, the next similar project may take some years to start. Even if it does come, the 2 projects will never be exactly the same. Therefore, the feedback for the ex-post evaluation has not been satisfactory until now.

If the ex-post evaluation tells us that the outcome is not good, we know that the planning was not proper from the beginning. These defects could be detected if ex-ante evaluation is done, or even midterm evaluation could enable changes during the course of the project. So, if we have an ex-ante evaluation, we will ensure a better outcome.

How do we do that? If you started a carefully planned project and realise that there was something you did not think of earlier, you have to have a midterm evaluation in order to change course midstream. It is more productive to achieve better results by an ex-ante or midterm evaluation, rather than finding it out after the project was completed by ex-post evaluation. Enhancing ex-ante evaluation and midterm evaluation would make for a higher percentage of successful outcomes.

The role of the partner countries is very big in detecting errors at an early stage by ex-ante or midterm evaluation and making amendments to achieve results. After all, the partner country has to be the main actor in the ODA project.

Let me now talk about capacity building. Results-based evaluation will require the collection of a great deal of data and the collected data then has to be analysed. Collection and analysis of data requires skilled expertise and partner countries do not always have enough skilled personnel. How you train such people with the skills is an important question.

One way of building capacity is for a donor country partner country to conduct joint monitoring and evaluation on equal footing. Through joint monitoring and evaluation, the partner country can learn the skills and techniques of the donor country. At the same time, a donor can establish practical, and not too idealistic, skills and techniques. So, joint monitoring and evaluation would make international cooperation more efficient and would add to capacity building.

The MDGs can be set as the essential objectives for project outcomes so that international comparisons with other donor countries, or other projects would become easier. Maybe that is not universally done, since developing countries are facing multifaceted issues, but I think it is a subject worth studying and analysing.

Outcomes and impacts, though macroscopic, are very important indicators of the MDGs that should not be overemphasised because generally speaking, the outputs of the project and macroscopic social and economic indicators have a huge gap. In order to fill that gap, you need to have valid midterm indicators and an analysis model. Analysing the process is as important as the achievement outcome. There are unexpected negatives and positives in undertaking the project and that has to be recognised.

My last point will be about the feedback of evaluation results to the partner countries. The evaluation results should be fed back so that they can be made useful for the next project and should contribute to the improvement of the assistance plan, project process and project budget. The feedback should not be just to the donors, but must be done to partner countries as well because some ODA projects are implanted as pilot projects, but the beneficiary regions and the beneficiary sectors are limited. Some of the donor countries are now limiting partner countries or project sectors, because by investing in the resources in the limited areas or sectors, they hope to make the outcome good enough for a high evaluation.

ODA is, in a sense, a social experiment in trying to improve the society at large. The partner countries should be more interested than donor countries in what problems or improvements have been found in the process, because the good results can be extended to other areas and sectors.

It may take time to do the evaluation and reflect the lessons in the next projects, programmes and policies and improve them. There need to be indices not only at the project level, but also at a higher level so that continuous monitoring and feedback is possible.

As far as Japan is concerned, through sharing the outcomes of the evaluation, we would like to improve the project and accelerate the expansion of good practices to other partner countries. I hope that this feedback would improve the project and programme, as well as the administrative policies of partner countries so that partner countries would have to play a very important role in making use of the feedback.

One of the important objectives of evaluation is to feed back the evaluation result into the aid activities. Therefore it is only natural that partner countries which are involved aid activities should be part of the evaluation process. There are many ways of doing the joint evaluation. Very often the donor countries have explained the objectives and methods and report the evaluation results after the project is complete, but that is a donor-driven approach.

In the future, joint evaluation, joint planning,

joint analyses, and study visits should be done. Perhaps the partner countries could play a lead role in the process and the donors would join it.

When we talk about the partner countries in general, we should not be talking just about government officials because I think that the

role of parliamentarians will be much bigger in the future. With their leadership, I hope that evaluators will be enriched and the evaluation culture will be permeated.

Thank you very much.

Thursday, July 9<sup>th</sup>, 2009

**SESSION 3**  
**Discussion**

**Chair: Hon. Dr. Nguyen Van Tien**

MP, Vietnam

---

**[Chair]**

Thank you, professor. I now open the floor to discussion. Each project requires expert independent evaluators but how can you make them more independent? The second point is that you mentioned that if you want to make a good evaluation, there needs to be someone on the inside of the project.

As for a parliament who receives UNFPA funding or other organizations, outside independent evaluators do not understand the role of parliament. Also it requires a lot of money. I have met some UN officers who have projects for parliamentary involvement activities, but who is inside the parliament?

**[Mr. Shiv Khare, AFPPD]**

How do you evaluate advocacy? We have a large number of advocacy projects. Do you have any mechanism by which advocacy projects can be evaluated?

**[Hon. Dr. Elioda Tumwesigye MP, Uganda]**

My question is for ODA agencies. The agencies come and evaluate our countries and our countries' performance of programmes, and they report back to their own countries, but how do our parliaments, for example, get the information?

Parliamentarians do not usually know that there are evaluations. The Minister of Finance did not tell us that they evaluated us and the parliament does not know if they are doing very well. How can we then ensure that at least the donor agencies can help parliaments in the recipient countries know the results of evaluations of the projects funded by them?

The second point is that many donors insist on monitoring and evaluation, but many universities in Africa actually do not teach monitoring and evaluation. Sometimes there is a course on project management but you do not see a lot about monitoring and evaluation, and even if there is one a lot of money is given in terms of project planning. Thank you.

**[Chair]**

Now it is time for the professor to answer some questions.

**[Prof. Dr. Hiromitsu Muta]**

Perhaps my explanation has not been sufficient. Each person has his or her own opinion but mine might be different from the general opinion.

Firstly, who is going to do the evaluation? In

listening to your questions, the general opinion seems to be that the evaluator should be independent of the project. Of course, if someone has nothing to do with the project, there is no conflict of interest, thus one will assume that the evaluation will be fair. However, an evaluator who is independent of the project is a layperson on that project. Before the evaluation, the evaluators need to do a lot of research and study. It might be easy to evaluate if there have been changes in the outcomes or indices of the project, but I am not sure if a person who is totally independent of the project would be able to evaluate appropriately when it comes to the details such as how the process went along. On the other hand, if a stakeholder evaluates the project, some may doubt the results as they may be distorted or biased. There are pros and cons in both cases.

One approach is that there is a primary evaluation in which the person who was involved in the project evaluates the result. After that, the primary evaluation will be reviewed by a person who is independent of the project. Through this primary and secondary approach, you will be able to overcome the problems which you have pointed out.

There was another question as to whether there are any courses that teach monitoring and evaluation of projects. In Japan and the US, yes, there are some faculty departments who teach that. There are experts of evaluation, but a layperson would still be able to evaluate the project, unless it requires a highly sophisticated statistical approach. Evaluation does not usually

require very advanced mathematics and if you experience a general training course, you will be able to evaluate it. More importantly, you need to have a good manual for evaluation and do the evaluation accordingly.

I think we should have more evaluators from the partner nations. JICA and the World Bank have training programmes for evaluators in many countries. When you say evaluation you may think that it is something special; that distinguished figures come and tell you what is good and what is bad, like the Gods' revelations, but that is not the case. I think an evaluator is somewhat like a consultant and says, "This is good, so let us repeat it", or "That portion is not so good, so we need to review and change it for the future". The evaluators do not make judgements off the top of their heads. The evaluation should be done based on certain methodology, so you have to go through some training and as long as there is a manual, then any person will be qualified to evaluate.

Toward the end of my presentation, I mentioned the term "evaluation culture". By this I mean that the person who is carrying out the project should also have the standpoint of an evaluator – good results will follow by doing so.

Another question was whether the parliamentarians do the evaluation. Maybe my explanation was not sufficient. The parliamentarian will not be the person to evaluate the project, but rather the parliamentarian will make the framework of evaluation through the formulation of new laws by legislation. Japan's ODA evaluation is not being done by Japan's own arbitrary

method. It is being done by the guidelines of the OECD DAC (Development Assistance Committee). So in that sense, any donor nation's evaluation approach is similar among different donor nations and within a nation. If you are using a framework like the OECD DAC approach, then it can be applied to any nation.

As a parliamentarian, when ODA is evaluated by an overseas evaluator, then perhaps parliamentarians could make laws to require the submission of the evaluation report to the parliament. Japan is an ODA donor country and does the evaluation. In the future, I hope that partner nations will do the evaluation themselves and send it by mail to Japan so the donor nation does not need to travel to the partner country for the evaluation at all – it may be a little extreme but this is my dream for the future.

The other question was about advocacy. Advocacy evaluation is difficult but it should also be result-oriented, like other projects. What has improved in terms of advocacy activities? NGOs are often involved in advocacy activities. What is important is not what the activity has done, but rather to which extent people's lives of the partner nations have improved through the advocacy activity. Unless you can see that improvement, you have to conclude that that advocacy activity was not effective at all. If you have an approach to see whether the advocacy activity has a positive impact or negative effect, then you can also evaluate advocacy. Even if you spend a lot of money on advocacy activities and the people's livelihood in the partner nation did not improve, then you must conclude that it was

not effective. So, I do think evaluation is possible for advocacy. Thank you.

**[Mr. Manmohan Sharma, IAPPD]**

As Mr. Shiv Khare had posed a question regarding advocacy, I would just like to take this opportunity to share our experience in India because we have been doing many projects with the UNFPA and the Ministry.

Advocacy is measured by the baseline and the end line survey. Before starting a project, we do the baseline survey and ensure that the things that need to be in the project are included. One example is that we selected one village in one constituency of the electoral representative that is a legislator and we sent our surveyor to find out whether the people know of reproductive health services or not – that was the baseline survey.

Then we found out that the people did not know about these services, not even the legislator himself. We then started our project and advocated people at the grassroots level and at the village level. We told them about condoms and how to use them and the result was that when the evaluator returned to that constituency, they found that people improved their view about self sustainability; about the Primary Health Care (PHC); about how to deal with the doctors; and many other things.

That is the practice that we do and we found that advocacy really worked when we conducted the advocacy report. Thank you.

**[Chair]**

Yes, Kenya.

**[Hon. Fredrick Outa MP, Kenya]**

I still need some clarification. We are talking about accountability and transparency and this is really a major challenge for recipient countries and developing nations. I think it was mentioned yesterday how the ODA projects work in conjunction with JICA. How would it really work in developing countries? Would JICA do the evaluation, or will the ODA in the future have to be independent from JICA projects?

Secondly, the challenges are many when we talk about accountability and transparency whereby the ODA projects are within government-to-government. I see a lot of challenges like most of my colleagues have said and also, professor, you said that the parliamentarians' role is not to do evaluation.

In Kenya, for example, when the Members of Parliament are not involved in these projects the projects will still go on but when the projects fail, the constituents – the people who elected you – will not go to the project implementers but they will come to the Member of Parliament and start asking why the project has failed. Then you realise that they know much more about the project and they think that you, as a representative, have more ideas and can provide and owe them an explanation as to why these projects have failed.

Therefore even in the future, the Member of Parliament needs to be involved for all the projects that are taking place. They may not have their hands on every project, but they need to be aware and receive some training

and knowledge on how to evaluate these projects. Otherwise if that project is in my constituency and I fail to give an answer, I jeopardise my chances of getting re-elected, because the people will think that I am being negligent.

**[Prof. Dr. Hiromitsu Muta]**

Thank you for a thoughtful opinion – I think that was a very good question. I believe that parliamentarians are not just responsible for the execution of the government's policies but you do owe a lot of responsibility for the constituency, so that is why you have felt that way.

The evaluation method undertaken by JICA – so far – is that they dispatch a contingency to do the investigation, travel to the partner country for around 2 weeks for evaluation, and then they write up a report on the results that they elevate to the authority. However, this process has been changing. If there is a JICA representative office in Kenya, they will do the front line evaluation and maybe we can involve a local consultant. With that, we are trying to do an evaluation from the perspective of the local people.

As you have just pointed out, the results of the evaluation should be shared with the Kenyan people and shared by the parliamentarians in that particular community of Kenya. When we do an evaluation, we may be able to get an opinion and feedback from the parliamentarian who is in charge of that particular constituency. The success or failure of that project is all about whether we were able to make a difference in the lives of the local people. That is the criteria that we use to measure

the success, so I think we should employ a measure to obtain local information and feedback for evaluation.

**[Chair]**

I would also like to share my experiences. In Vietnam, the Member of Parliament regularly comes in contact with the constituents every month, and we invite people and also local leaders.

If the people are raising questions about the projects for building a road or health centre and if there is something wrong, we can ask the local leaders which company it is. They then explain what is wrong and who is responsible for that.

**[Hon. Dr. Peter D. Machungwa MP, Zambia]**

I think that the current situation in many countries is that the government reaches an agreement on their project but they may or may not include how the project is going to be evaluated in the agreement. Once that is done the government will go ahead and begin to implement, and if they are lucky the MP will know about the project.

The way it will be evaluated may be in the agreement or not in the agreement and when you go there as an MP and see that certain things are not properly done or going wrong, your constituents begin to raise certain issues. You can go to the government officials involved; the bureaucrats who are involved; implementing agencies but they are not inclined or bound to take in your views, because the details of this have been agreed upon. Maybe if they are kind they will listen and they might even include that in their report. If the project is failing or has not

done very well, but they still want some aid to come, they would not like to exaggerate the failures. So they might send distorted results to the donor.

Normally the sending country would bring in its own evaluation team. In this case JICA might send a team to go and evaluate. In terms of their measures, it may or may not include assessment from the local people or even the local MP. What is really needed here is as we continue advocating from our side, is that we want to know the details of this project and we also want to be part of it.

We will continue to work with our governments, but there is no guarantee that they would want us included in that team. However, within the evaluation, measures in the programmes are written in such a way that would include our participation and that makes it much easier. If this model that you have given becomes the way things are done, I think we can get somewhere and it would make a lot of difference. The question is how are we going to ensure that this model is put into effect?

**[Prof. Dr. Hiromitsu Muta]**

Allow me to say 2 things. As you have mentioned, who is supposed to do the evaluation? The traditional evaluation has been done by JICA's head office in Tokyo or the representatives in local offices. Either way, the evaluators were mostly Japanese people. Now we should incorporate local people as evaluators, such as the local government offices involved, organizations, and stakeholders. Maybe half of the people who make the evaluation should be the local people from such representation – that is the

first step. With a 50%-50% makeup of the evaluators from the donating nation and the partnering nation, your concern over fairness would be addressed.

As previously mentioned, we used to focus on the evaluation after the project but then the project is over and there is nothing we can do about the finished project. Therefore, we should do evaluation before or during the project, while we can still change the course of the events if need be. That is the way we can increase the possibility for a higher success rate of the project. Based on the evaluation results, if necessary, we can always change the original plan to achieve better results. I believe that evaluation would be an effective tool to be employed.

**[Mr. Katsuhide Kitatani, NPO 2050]**

When we talk about evaluating ODA activities, the ultimate responsibility rests with the parliament and the politicians. When you talk about just exercise, the government department of the ministry concerned file a report and everybody says, "Fine, forget it. What is the next agenda?" However, if you have an oversight organization attached to- and responsible to the parliament just like the Government Accountability Office (GAO) in the US, then the GAO conducts – at will – any large undertaking of the government office and reports directly to the parliament. That way you can just get involved and evaluate. I think that kind of approach can be quite useful, particularly when it comes to ODA, which is everyone's tax money. If you do not have the equivalent of GAO in your country, then perhaps you might think in terms of creating one. Thank you.

**[Chair]**

The parliaments may consider establishing a law on GAO, as you suggested. Dr. Kusumoto?

**[Dr. Osamu Kusumoto, APDA]**

In your talk of experience in monitoring systems and monitoring evaluation, I think you were indicating that the larger organizations might be more apt for it. That might buy some confidence and trust, but who will evaluate small activities done by NGOs? In other words, implementation for evaluation is going to cost a lot for a small NGO, especially at the administrative level. How you manage that may be a concern. If you are going to elevate accountability in the current system, then perhaps an organization for evaluation is getting bigger and bigger. What is your opinion on this?

**[Prof. Dr. Hiromitsu Muta]**

Again, perhaps my explanation was not sufficient – I did not intend to say something like that. Basically, evaluation should be done near where the activities are done. In this way, however, you cannot get a professional evaluation. If experts in monitoring and evaluation do a secondary checking of the outcome, it will be good enough. If there is a good manual somebody close to where the activities are taking place would do the evaluation. The results will be forwarded to the professional evaluators or organization. If you have such secondary evaluation, it will keep the standard of evaluation, but it will be done close to where the project is being implemented.

I am in charge of evaluation at the university

and the university is also the target for evaluation since it has become a National University Corporation. Basically speaking, it is a self-evaluation based on the manual that has been produced and the manual jots down what has to be evaluated, item by item. With that in mind, you will conduct your daily business that will get you good evaluation and that will lead to a better job performance.

I talked about the evaluation culture. Any job done gets to be evaluated based on certain guidelines. If it gets across to everyone, the work performance on the whole would be improved and the whole society would benefit from it.

I think we need to have a professional evaluator somewhere, but that person does not have to do a hands-on evaluation of all the projects. Small organizations such as NGOs can evaluate themselves but when they do that, the self-evaluator should get training and follow the manual so that you can ensure the results of the evaluation.

**[Dr. Osamu Kusumoto, APDA]**

One more question. To have a manual, you have to have an assumed outcome and clear goals; then you can write a manual. But not all projects have the assumed results. Especially for parliamentary activities on the policymaking, objectives are not all that spelled out. As you mentioned earlier, if it is a small level project, gathering many of these may not be the result of the middle level outcome, or gathering many middle level outcome may not be the higher level outcome. How do you link the small projects and a high level evaluation?

**[Prof. Dr. Hiromitsu Muta]**

That is a very challenging question. The concept and methodology of evaluation came from the project level and there were many discussions and considerations on that. It needs to be realised that evaluation at the higher level needs to be done where the project is being undertaken. If you have a concrete level on the ground it is easier to evaluate, but if you try to do evaluation at the upper level, it is not easy to bring up the methodology of the ground level to the upper level.

So we do not have the answer to that – we are still grasping how to link the upper level evaluation with the ground level evaluation. There are many countries and many organizations trying to link the ground level evaluation and the upper level evaluation. One day we will have the answer.

**[Dr. Kiyoko Ikegami, UNFPA]**

I have 2 open-ended questions. One is that you talked about MPs' role and functions in terms of promotion of the evaluation and you clearly mentioned that the role of MPs is to set up the framework for evaluation. But as for the implementation stage, do you have any ideas or good practices for MPs to be more involved to have leadership?

The second question is that even though we know that we are coming into the world results-based, the evaluation environment is another issue and nobody around the table even wanted to be evaluated to a certain extent. So, do you have any good experiences, or good practices to change that kind of attitude of the people who are

not so favourable of evaluation? Thank you.

**[Chair]**

The professor did talk about the role of parliament and if you want to have an instrument for evaluation you must pass a law through parliament. In that law, you have to indicate what the role of the MPs is. If the law does not indicate anything, parliament cannot touch it.

With regard to how you can evaluate advocacy, we just finished our project in Vietnam on capacity building for elected people, including members of parliament and local parliament for HIV prevention for 3 years, supported by UNDP for US\$1 million.

The evaluation for this project must be done, so researchers from the US or outside do the whole project evaluation. They give a proposal but they are not fully aware of the political situation in Vietnam. The organizations must have an understanding about the roles of parliament and the role of the political system; if they do not understand, then they cannot say anything.

It is very difficult to evaluate the value of the projects. The evaluations must have a full understanding about the need of the activity and the function of parliamentarians and the project ownership.

**[Hon. Dr. Peter D. Machungwa, Zambia]**

I do not know if Japan has been involved in that but where we are coming from there are these projects and ODAs that are brought in with the aim of just ensnaring or trapping the country in a certain project or area so as to develop some dependency and make it

difficult for them to get out. With the new change in the West, we hope that that is now a thing of the past.

Some of such projects have been written out in detail in some publications that we have read, but these projects were not honestly done for the benefit of the local people. Obviously then in such cases, the MPs will be told that it is a bilateral and government-to-government agreement and then do not come in or disturb that work and it is done that way.

**[Hon. Jenista Joakim Mhagama MP, Tanzania]**

I would like to share some experiences from my country.

There is a project has been classified into different levels. We might be able to see that there are some national projects which are being supervised on a national level. Most of these projects are being funded by donors and sometimes by our internal money, but we also have district and regional projects.

In Tanzania, the MPs are also members of the local councils and within the local council, there is the finance committee. This committee, together with the technical group within the council, carry the role of evaluating every project on the district level and sometimes on a regional level. But for those projects that are being administered on a national level, it might be difficult for an MP to do anything. Maybe I can use an opportunity within the standing orders in parliament and we can question the ministers about projects' progress and what is not going well.

So you see that we are hindered by some laws and guidance like this concerning the project in different classifications.

**[Dr. Kiyoko Ikegami, UNFPA]**

That means that you have already the system that MPs get involved in the evaluation process itself, not only the framework setting?

**[Hon. Jenista Joakim Mhagama MP, Tanzania]**

Yes. We are being informed at both levels. At the district levels the priorities are being created from there, and as long as you are a member of the local authority, you are the one to create the process towards the creation of the project.

**[Dr. Kiyoko Ikegami, UNFPA]**

In Japan we do not have that kind of system.

**[Dr. Osamu Kusumoto, APDA]**

Maybe this is linked to advocacy evaluation. Professor, you are in charge of university evaluation. Is it not very difficult to evaluate the quality of the evaluation? Especially in basic research, you do not know when it is going to bear fruit.

As Dr. Tien has just said, evaluating MPs' activities is also difficult. Last year, Hon. Fukuda was the Prime Minister, so the population problem was incorporated into international agendas such as the G8 Summit, which was a great achievement for us. But it is very difficult to show the results year-by-year.

When we look back on the past 25 years, we can say that we have accumulated certain

results. The fact that we are holding this conference today is a big achievement.

Unless you have a mechanism in which you can incorporate immeasurable items such as advocacy into the evaluation framework, it is difficult for us to set our efforts on long-term objectives. This means that we tend to be short-term oriented and lose our significance. We appreciate your advice on goal-setting for activities like ours to be properly evaluated.

**[Prof. Dr. Hiromitsu Muta]**

Well, I just have one point to say. It is often said that you cannot really see what kind of results you have really achieved unless you wait for 25 years, and the results-based approach is not applicable to such cases. Maybe if you wait for 25 years, you may have results but then again, maybe not. From a reverse point of view, you can use it as an excuse because you have so little results. It is very important to find out the truth.

There is a story I often use. You sow a seed and in 10 years it is going to grow into a big tree. But if you do not see a sprout coming out from the soil in 1 or 2 years time, then it will never grow into a big tree in 10 years. What you have to do is find a sprout of results.

If it is an advocacy activity, it is difficult to measure the result. But when you carry out an advocacy activity, people's thinking will change, and when people's thinking changes, their behaviour will change. After 1 or 2 years, if people's mindsets do not change, then maybe it is difficult to see behavioural change in the next step. I understand that it

is quite difficult to catch that kind of change in the mindset, but you have to come up with some way of evaluating it. If you have to wait for the next 25 years to see any results, then those who do sloppy work would take advantage of it, without producing any results. We have to have a really good framework in which we reward and attribute the results to those who are working hard, making efforts, and invest more in them.

**[Chair]**

Thank you professor for presenting a very interesting, but very difficult topic.

Thank you also to UNFPA for their strong support for the parliamentary movement – not many UN organizations recognise the importance.

Thank you again very much, again Prof. Muta.

Friday, July 10<sup>th</sup>, 2009

## **SESSION 6**

### ***Challenges and Obstacles in Population and Development Issues, Part I***

#### **Mr. Rakesh Nangia**

Director of Strategy and Operations of the Human Development Network,  
The World Bank

---

It is indeed an honour and a privilege to be here and to have the opportunity to meet with you and discuss and engage in some of the important issues that we face today. It is the first time that I am working with- and addressing this august party and I understand that the first chapter of the Japanese Parliamentary Network on the World Bank (PNoWB) was established 5 years ago, in 2004. While we have had some individual interactions, this is the first time I have had the occasion to come here, so thank you again for this opportunity.

I am going to begin perhaps from the cradle side and focus on maternal health, child health and newborns. Then my colleague Armin will be covering the other end of the spectrum which is closer to what our ages are today; more towards the aging side and the challenges of the aging demographic shifts that are taking place, so together we can cover the entire spectrum.

Why is maternal, child and newborn health so important? Firstly, because every minute a mother is dying during childbirth because of pregnancy-related issues; because we have over 1 million children who die before they are even 4 hours old; because 99% of all these deaths and challenges occur in

developing countries, and half of them are in Africa; because this is perhaps the best opportunity to get out of the poverty trap, which we keep talking about; and because in most of these cases the large number of deaths that we are talking about can be prevented. It is indeed a shame that we are not taking more urgent action in addressing some of these key issues.

The maternal mortality rates are higher in South Asia and Sub-Saharan Africa. Just to give you an example regarding the challenges of maternal mortality in Sub-Saharan Africa, we have almost 800 out of 100,000 livelihoods. The shifts that have happened over the years have not been significant. If we look at some of the key statistics, there is a 1 in 7 chance that a woman in Niger will die because of childbirth or pregnancy-related issues, compared to 1 in 17,400 in Sweden, for example. These numbers are, broadly speaking, indicative and so what you can see in the case of Sweden would probably be the same for most OECD countries.

I saw a very interesting chart about how Japan has changed over the last 60-70 years. From the 1930s, the MMR was between 500 and 700. Over the years with various actions, policies, and strengthening of health systems,

Japan was able to bring this figure down and it is now in the single digits, as with most countries in the developed world.

Beginning in terms of how we can do this, let us look at the percentages of pregnant women who have access to pre-natal care. It is inadequate in South Asia and Sub-Saharan Africa, and when we look at the numbers they do not seem that different. Unfortunately these numbers do not cover the quality of the healthcare.

Early detection is not just an investment for now, but also an investment for the future in addressing health issues. To give you an example, if initial detection of a baby's condition is seen, a simple c-section would be able to address both the issue of the life of the child and the mother. However, this does not happen in most cases and that is what part of the issue becomes.

Skilled birth attendants are a key pillar in the health system. As I recall from TICAD IV, we committed to creating 100,000 workers in Africa so that some of these issues could be solved.

I would also like to point out that in some parts of Sub-Saharan Africa and South Asia, cultural issues can become obstacles in addressing the situation. Even when you have a skilled labour workforce which is there to help, some of the issues on the cultural side become barriers. I was told of a story in Africa where it was important, culturally and traditionally speaking, for the baby to be born at home. Therefore, while the gold standard may be to have an institutional birth, the woman would not go

to a health clinic because the child would then not be traditionally legitimate. These cultural and traditional barriers must also be overcome in order to move forward on this.

Now, the fertility rates – if you look at the case of Sub-Saharan Africa, the TFR is still over 5. There was a lot of debate in the 1970s and 1980s – not just at the World Bank, but certainly all across – because of the population boom. This debate made a huge difference in the focus, and things started to happen and actions were being taken. Today, unfortunately, the resources and attention to this issue has gone down meaning that some of the old problems still remain. The reason why the TFR is high in Africa may still be cultural; whether it is looking at old age security, or a greater number of children for extra helping hands, especially in rural economies. If you look at the 35 countries that have a TFR of over 5, most of them are in Africa.

We could also look at some of the success stories. For example in Bangladesh, the TFR has come down fairly dramatically over the last 2 decades; from what was more than 7 to 2.70, so it is doable. The question is how we address these key issues while taking into account the local context and going forward with it.

Obviously contraceptive prevalence is one key measure for ensuring that the TFR declines. The old story of contraceptives not being available is not credible anymore. Today, we certainly have many different forms of contraception available. Again, I think cultural barriers take up and behaviour change is slower to adjust, yet almost

everybody is aware that condoms prevent HIV/AIDS and this has also had a positive impact on the population and the TFR.

While on the issue of HIV/AIDS, let me just diverse a little. Unfortunately we are continuously losing the battle of prevention being better than cure. For every 2 people who have medicines and ARVs available today, another 3 are falling prey to HIV/AIDS. It is a losing battle, even with the large number of resources going around today. Unless a behavioural change happens, I suspect that we will continue to lose this battle.

Coming back to contraceptive prevalence, let me also say that more than 200 million unwanted pregnancies happen every year. Of these, almost 20% of these women have unsafe abortions and therefore, again, you are coming back to the whole aspect of maternal and child health and issues related to a large number of deaths.

Obviously the issue is very clear, the challenges are there and present, but what is the international community and all of us doing about it? If we look at the total amount of Official Development Assistance (ODA) that has gone into the issue of health over time, it has fluctuated but still remains fairly small. The question is how can we do better in providing additional resources for population and reproductive health issues?

From the World Bank perspective, the lending to population and reproductive health as of today is almost US\$1 billion (specifically, US\$950 million). We have another US\$330 million in the pipeline. Most

of this is to African countries and we obviously need to do much more. We also need to develop more "Country Assistance Strategies" to provide resources to countries, which is done together with the government. So unless there is a strong push from the various ministries, especially the Ministry of Health, in this area, it becomes increasingly difficult for the World Bank to provide resources.

What is key in population and reproductive health issues is the fact that it is cross-sectoral. When we talk about Bangladesh as an example, it has a lot to do with empowerment of women. It was the micro enterprises and the schemes that started with Grameen Bank, which allowed an increased labour force and female participation in the workforce. The raising of awareness and issues which related to the education of women has had a very positive impact on population and RH issues.

We must also keep in mind that the more we delay pregnancies, the better the chances are of the mother getting better educated and integrated into the labour force. The chances of survival also become better. A mature mother is much better than a teenage mother.

All of these are known facts to us. The question is what we can do as individuals and policymakers to make a difference in the longer term.

You have the presentation handouts and it goes by region, so you will see some of the initiatives that the World Bank is taking from the low-income countries, to the

middle-income countries, to some which are even getting closer to the graduation stage of becoming a higher-income country. You will see that it is a broad range; everything from analytical work which shows the research and development. Some initiatives, such as those in Vietnam, have shown a dramatic shift in the population and reproductive health issues for the positive and the TFR has dropped significantly, without a top-down approach.

There is a new form which we are piloting, thanks to support from the Norwegian Government. It is being piloted in 8 countries and we hope to take stock in a year or so. The idea is, rather than focus on inputs, to focus on results and provide funding to the more “Pay-per-Performance” aspect. If indicators and tasks are being done, then you provide the funding rather than using the traditional form of keeping track of each dollar and how it made a difference.

The other thing is providing funding on a grant basis from the World Bank’s net income which is called the “Development Grant Facility” (DGF). For example, the population and reproductive health capacity building programme has been providing around US\$2 million a year, for the last 10 years. It goes to NGOs and Civil Society Organizations (CSOs), mostly to build capacity at a community level on issues related to population and reproductive health. On the other side, there is US\$2 million a year for research on human reproduction. This is together with some of the UN agencies looking at research and development on similar issues.

The World Bank Institute is the capacity building training arm of the World Bank and they provide a fair amount of training. A large amount of this training is in health, broadly speaking, which is in partnership with Harvard University and it has been going on for at least 10 years for policymakers in the health arena. On the population and reproductive health side, there are a few programmes which we have based on the Bangkok Conference which cover reproductive health issues.

There are also other programmes on partnerships with regional training institutions which also provide additional help and capacity building for institutions in developing countries.

We have some examples of analytical work that the World Bank is working on with different partners in bringing together current issues. Many of them are cultural and almost all of them can learn from each other, but again we have to be grounded very much in the local context and ensure that the research is available within the local frames. Similarly in the South Asian region there has been a fair amount of work done on population and reproductive health issues and the kinds of policy interventions that help address some of these policy challenges.

One last point – the issue of working with international partners did not come out as strongly but many of you know that we are working closely with not just with the UN agencies, but also partnering very closely with the Global Fund and the Global Vaccine Initiative. Similarly, there is a partnership for

maternal, newborn, and child health. There are a fair amount of international partnerships that have emerged over the last decade and there has especially been increased improvement and importance on that over the last 5 years. We have been working closely with these in seeing how we can try to make a difference.

Let me turn now to my colleague, Armin, who is going to cover the second half of the spectrum and get to the aging part.

Thank you.

Friday, July 10<sup>th</sup>, 2009

## **SESSION 6**

### ***Challenges and Obstacles in Population and Development Issues Part II***

#### **Mr. Armin H. Fidler**

Lead Advisor of Health Policy and Strategy of the Human Development Network,  
The World Bank

---

It is a privilege to be here to address some of the challenges we have in demography. Rakesh spoke about motherhood, babies and children. That is what we usually associate with the issue, but many of our client countries – which are middle-income countries, and some even on the lower end of these middle-income countries – are increasingly confronting the other end of the bookend, namely the challenges of the demographic in the epidemiological change.

As we succeed in helping people live longer lives, eventually we also wind up in the same challenges that high-income countries have found themselves to be in for already a number of decades. So this is not a challenge only for rich countries, it is increasingly a global concern for the middle-income countries, and some even in the low-income countries. The problem is that, of course, the lower-income countries are much less prepared to deal with the challenges of this demographic change of aging and the necessary services that come with that.

Mr. Rakesh has pointed out the fact that the World Bank has put out a report which is called “From Red to Grey”. This basically points out the tremendous transformation that these societies are going to undergo as

they start to age. It is also regarding the proportion of people over 60 in 2050, where in some countries 20-25% of the total population will be over 60 years old.

It is really a trend that we now see evolving globally whether it is in India, or China, or Indonesia, we see this everywhere – do not believe that this is just a concern of high-income countries.

If you have an aging effect, and at the same time if you have an overall population that is declining, it gives a tremendous challenge with regard to labour markets or the dependency ratios for pension schemes and social protection. It is a very big concern for some of the Central European countries. I think it is less of a concern for the countries in Central Asia where we still have a young population and they are still growing but the proportion of old people in their societies will also grow at a very high rate.

There is a huge debate in the global sphere about what it means for health expenditures. If we have an aging population, in most countries we are already concerned about ever-increasing health expenditures. Aging is not the main driver of health expenditures. It is usually other factors such as overall

economic growth, generosity of the benefits the country offers, and innovations including new pharmaceuticals, and new medical technologies – these are the main drivers that are usually behind increased health spending.

Nevertheless, as your population ages, it also raises the demand for ever-more expensive, complex, and complicated health services. There is a duality here that we need to pay close attention to, but again it would be a mistake to simply subscribe all the effects of health expenditures to an aging society.

In the EU15, 15% of total health spending is devoted to what we call “Long Term Care” – caring for the elderly in the social protection system. There is a lot of national literature out there, like the seminal paper in 2004 which is really looking at the empirical evidence. What they pointed out is that health expenditures increase with age. What it says is that the majority of health expenditures really occur in the year before you die. That is when usually, particularly in high-income countries, a lot of things are done in order to extend the life and that entails increased costs. Of course then the question is, with a lot of research that is being conducted, how can we mitigate or manage these costs in this higher age bracket?

What is special about this debate about long term care? First of all, it is a relatively new term that has been coined. It is an emerging policy area and there has been a lot of research and debate out there. Hopefully in some of the middle-income countries, they can see how they can deal with this new

phenomenon and how to deal with patients who are not “sick” in a strict sense, but need care because they cannot fend for themselves anymore.

When the traditional family structures are not there anymore, when the municipal provisional structures are not there anymore, and where there is a lot of demand of what the state can be doing, what could the society be doing in order to deal with this amounting problem? In high-income countries these services are usually financed through general taxation but in most countries, the financial sustainability of these services is a great concern because of the fact that as societies age, more resources are required for these age brackets. Of course what is also not well understood is what are we getting for the money? Are we getting quality of care? What are quality indicators that we need to be concerned about?

If you look at total health expenditures and the proportion of long term care services, we see that Japan is at the top; the EU15 is following as a close 2<sup>nd</sup>, followed by the US, and then the new member states of the EU.

It is also a problem of coordination – it requires close coordination between health services and social services. Many times the exchange and cooperation between these services is not clear because there are not any evidence-based protocols or guidelines. Sometimes old people, as we have seen in many countries, are simply hospitalised. For Eastern European countries for example, this was basically the prevailing care model that they had for the elderly. It was the same for orphans and many times orphans were

simply being hospitalised for years and grew up in hospitals.

It does not require a lot of explanation to indicate that this is not an appropriate care model; it is also an expensive care model. Also, as all of you might know, hospitals are – quite frankly – relatively dangerous environments. It is inefficient, medically inappropriate, and it is certainly not an environment which caters to the needs of those who just need shelter and care.

If you look at what they spend on their long term care budget, whether it is in-patient or ambulatory, there is no common ground or at least an appropriate service mix that countries should employ in order to deal with this issue.

What we see in the countries that you represent is that informal care is a very important element and this is the care done by families and municipalities. Many times these informal care givers are not remunerated, which entails additional problems for a labour market with regard to quality standards. Is this really an appropriate mechanism?

If they would formalise care, what would it be with regard to overall expenditures? Of course if you formalise and replace this informal care model with a formal model, you may get better services and more appropriate services; but at the same time, you also need to pay for it and that might go beyond budgetary possibilities or physical sustainability in a number of countries.

These are some areas of national concern. Of course what you have also experienced is that this changing age structure leads to increased demand. If individual patients have access to better services and better quality of hi-tech interventions, that may actually lengthen the time spent in disability. Transforming institutional care into ambulatory or home-care settings changes the mix of required skills.

One challenge that we found across the board in a number of countries is fragmented financing – whether or not financing comes out of budget, or is part of social insurance, or part from private insurance, or part of out-of-pocket expenditures. There are some imbalances that have produced results which are questionable. We really need to look at the financing because financing drives the incentive framework; how care is being purchased and how care is being accounted for. How we finance long term care services sends very important signals to both beneficiaries, and also to care suppliers.

The survey results over the years show that quality and access is still a concern in many countries. It is certainly a concern in lower-income countries, but it is also still a problem in the high-income countries. While we need to create this infrastructure and the service dimension beyond, we also need to continuously monitor the quality of these services.

Basically, countries have a number of policy choices for long-term care, which is the cluster of entitlements that describes what types of services are covered. It depends very much on the financing that you are able

to have for these services; the delivery platform for in-patients, out-patients, home-based care; and what the formal and informal type of cares are. Then of course there is the financing platform and the kind of co-payment structures you have. Does it come from public sources or from private sources, or is it a mix? These are all policy choices that countries need to grapple with when they think about providing for long-term care.

In my own country, Austria, 7 disability categories have been created. If a patient needs long-term care, you are basically slotted into 1 of 7 disability categories; 1 being the slightest and only needing a relatively light level of additional care, 7 is care that you need 24 hours a day, on a ventilator for example. You get cash benefits, depending on the category you fall into. If the household is able to spend this cash benefit on whatever they need and whatever type of health services they want to buy, it stimulates the market. All kinds of services have sprung up and are responding to the cash which people now have in their pocket.

Of course, this provision is in addition to a network of nursing homes, etcetera, which deal with the cases that need more intensive care. It is 86% financed out of the general taxation, and only a small part of other public sources from the different states and municipalities.

It has been quite successful because more people want to be able to stay at home as long as possible before being admitted into a nursing home. It has allowed families to purchase services that otherwise would not

be accessible to them and keep their families who need care at home for the longest possible time. People prefer to be cared for at home. I think that is probably true for high-income countries, for middle-income countries, for low-income countries – people do not necessarily want to be shipped off to a nursing home. It is also not very cost-effective. The most cost-effective care is to stay in your environment as long as possible – this is important, from a purely medical perspective.

There are interesting numbers for Japan. In a survey of married females under 50, the number of women who believe that the care of the elderly is a good custom and natural duty is declining. Women are informal care givers in Japan, just like in other countries. As more women have entered the workforce and more women want to have their own professional career, it is obvious that fewer of them want to be unpaid caregivers.

The same proportion is declining who say they expect to depend on their children in the future. I think fewer and fewer elderly can expect that their children somehow will be miraculously able to care for them. This is not just in rich OECD countries, but you will probably see the same numbers in many of your countries that you represent.

There is a changing in the family structure, a changing in the municipal structure, and people moving. Think of China and all this rural-urban migration. That breaks up the old family ties and also erodes those traditional care-giving structures. But we have not replaced it by anything yet. I think that many countries will be waking up to a tremendous

headache when it comes to long term care. There are some concerns about the cost of informal care. Of course, as I mentioned before, there are some labour market distortions. There is the question as to whether we can pay for this informal care and come up with a mechanism in which to support the informal care givers. This has been piloted in a number of different countries. You could do it like the Austrians by giving families who need care some cash benefit and they can choose either to buy extra care, or use it as a compensation for the informal care that the family offers.

This all has to do with managing aging well, which fits not only in the phase of long term care social protection, but also in managing the kind of things that happen in old age, which are mostly non-communicable diseases and disabilities. There really needs to be an integrated system that is focusing on the continuum of care.

We need evidence-based policies and we need to have treatment protocols and quality protocols. I think, most importantly, that we need to learn from each other because there are lots of interesting examples and experiences out there. Many countries are experimenting, both on the financing side and on the delivery side – we need to learn from that. In specific, I think the middle-income countries and the low-income countries that are starting to get into this problem should look very closely at what the high-income countries must have to tell them – mistakes that they have made that should not be duplicated.

In closing, long term care is a financial burden for health spending, so we need to look for extra sources of revenue for that. Institutional long term care is usually clinically more superior and most cost effective than just simply keeping people in acute care hospitals. So, we need to draw the line between what is simply long term care and what is inappropriately used acute care. Homecare, as I mentioned, is clinically superior and cheaper and more cost-effective than any kind of institutional care.

There are some countries, such as Denmark, that only have home care. Institutional care has basically been abandoned, but of course that is only possible if you have the necessary financial resources for that. It is no secret that informal care, as long as you have it, is cheaper than formal care in that you do not pay for the services which are delivered; then again, this might be a short-sighted policy option.

I hope I at least gave you some pointers on where the international debate is. What I would like you to walk away with from today's discussion is that you see that this is not only a rich country's problem, but this is very quickly coming down to all countries' priority discussion. As we succeed with what Mr. Rakesh covered namely, child survival, maternal mortality and the reigning in of infectious diseases, we will see a preponderance of chronic diseases and increased life expectancy. What comes with that is the need to finance and deliver long term care policies in your countries.

Thank you very much.

Friday, July 10<sup>th</sup>, 2009

**SESSION 6**  
**Discussion**

**Chair: Hon. Elma Jane Dienda**  
MP, Namibia

---

**[Chair]**

Thank you very much. Before I open the floor, I would just like to say that in my country, Namibia, young people are dying of HIV/AIDS, which was not a problem previously. This means there is nobody who can take care of the families who have been left behind – this has become a big problem and a challenge in my country. Thank you.

India, please.

**[Mr. Manmohan Sharma, IAPPD]**

I am grateful to both of the presenters and we have received very interesting information which we can take back to our countries.

To Mr. Armin, I would just like to know whether the World Bank at the country level is coming up to support any proposals or any projects with the NGOs; if so, up to what extent? This is a very up-and-coming problem in India and other developing countries.

It has been said that India will be one of the youngest countries in the coming years, but this is a problem because nobody, especially our ministry, is considering it very seriously. Thank you.

**[Hon. Fredrick Outa MP, Kenya]**

First I would like to thank our 2 presenters who have really given us very detailed information.

Number one – I would like to get some clarification from Mr. Rakesh on the contraceptive prevalence in Sub-Saharan Africa. Maybe I did not understand quite clearly why this is so low. Is it because of traditions? Could you please clarify why it is low in Sub-Saharan Africa?

To Mr. Armin: this is really a subject that is affecting Africa. In your presentation, I did not really feel that you were touching upon Sub-Saharan Africa and I really wanted to see some contrast of what can be done in Africa. This is becoming a global challenge and what my colleague from India was saying is whether there is money from the World Bank to back the proposals. I wanted to go much more in-depth into how, as we come out of this workshop, there is the opportunity for us to get in contact regarding those proposals? Thank you.

**[Hon. Dr. Elioda Tumwesigye MP, Uganda]**

Thank you to the presenters. My first comment goes to Mr. Rakesh Nangia. In our countries there has not been anything you can not change in the maternal and child

data, yet we have been putting money into it. What can be done? We have not put as much effort into the community, into programmes that can take part in integrated programmes at family and community levels – what is your comment on that?

The second comment is on the grants to NGOs and the whole World Bank with US\$2 million a year. Is that a sign of commitment, or is it to simply show us that there is some money for capacity building?

Lastly, it might sound interesting that especially in Europe and here in Japan people are actually using contraceptives, but do you not see there is the case then for Africa to go slow on family planning? What do you think about this?

Thank you.

**[Hon. Dr. Peter D. Machungwa MP, Zambia]**

Thank you very much. The 2 presenters have been very informative and enlightening.

The issue that has been mentioned by my colleague from Namibia was about the care for the aged. In light of the AIDS pandemic, Africa is not receiving adequate attention from institutions. Is the World Bank looking at these issues of care, or are they just looking at the geriatric aspects of it?

With regard to the presentation about maternal health and reproductive health, Mr. Rakesh was saying something about that contraception is widely available now; however, I do not think that is true because there are still certain remote rural areas in quite a number of African countries where it is not widely available. Even the issue of birth

attendants is very limited, so there has not been adequate coverage or penetration in the remote areas. Maybe around the cities, yes; but even so, these issues must be adequately attended to for the people in the rural areas. In the area that I represent, contraceptives are not widely available.

**[Mr. Armin H. Fidler, World Bank]**

Thank you very much. Your questions really pointed to some of the great challenges that we are facing.

With regard to the questions regarding the World Bank paying enough attention to the dimension of long term care of the aging, quite frankly, we are probably as caught by surprise as many policymakers in countries are. Over the last 5 years, however, we have been working more intensively with our client countries to look into how long term care services should be disentangled from the clinical or hospital part; how we should find a new and appropriate financing mechanism and appropriate delivery platforms; and how we can learn from high-income countries.

For a number of different reasons, be it the demographic change or the breakdown of the usual support structures for the aged, the traditional care structures are – even in low-income countries – breaking down and changing and we need to think collectively.

I think that it is great to see that there is demand for these types of policy debates and I hope that the World Bank is an apt partner for this policy debate. I do not think that we have all the answers yet but clearly I think that what we can do is what we have

been doing in the European region; namely, to be a catalyst going between the learning experience from the high-income countries, digest these experiences, bring them, and make it available to our client countries, so that they can use the evidence and policies for their own purposes. We certainly hope to increase this policy debate in the African region, and we should certainly have it in the South Asian region.

There are a number of countries, both in Western Europe and in Eastern Europe which are now facing negative growth. All kinds of stimuli are available – including in my own country – to increase fertility and to stimulate families having more children.

I think that the challenge here, in the context of Africa, is having the choice to have families, so that they do not need to have children in order to have them work in the fields; or to have children to care for them in their old age; and so that they can have the number of children that they want to have. I think that is what we see happening automatically when women's education levels increase and when we have contraceptives available, without any other kind of involvement.

We have seen a number of countries, including Italy, which were high fertility countries only a few decades ago. Even despite the Pope, Italy has swung to the other extreme as it is now the country with the highest negative population growth in Europe. In Central and Western Europe, and currently in Japan, the question is how we can increase support for women who would like to have children but at the same time want to pursue a career? This is sometimes a

very difficult choice that women are put in: you either want to pursue your career goals, or have a family and children. I think it is necessary to make both possible. France has been very successful this past decade in providing the support structures that are available to families there – this is something that countries need to think about.

**[Mr. Rakesh Nangia, World Bank]**

Thank you again for all those interesting questions and as Armin has mentioned, I do not think there are clear-cut answers. There are many debates and in many cases there are grey areas.

Let me first touch upon aging. Even though this subject has been a-long-time-coming, it really has taken everybody by surprise. In the US, the “Baby Boomer” population is now getting into the older stage. Looking back on the old system of the financial aspects of how pensions were created, depending on which country you look at, the pensions would be kicking in long after life expectancy. Life expectancy in each country was 50-55 at that point in time; eventually it became 60 or 70, so you were even lucky if you were going to get to that pension but that ensured that the fiscal sustainability of the system remained intact.

Japan's lessons learned from what they have gone through is how best to utilise the older populations and not think of them as retired, but how can you use the same skills in different forms, while continuing to ensure that this pass-as-you-go system and the fiscal aspects of it remain. So how do you ensure, depending on country context, that the older populations continue to be contributing to

society in different forms and be sustainable, which also helps to support the government's financial positions?

Let me come very quickly to the questions that you talked about on contraception and availability. I used to live in Tanzania in the late 1990s, from 1997 to 2001. Once there was a lady who came into my office who was indignant and said, "I do not understand what kind of democracy we are running. I can find condoms easier than I can find a cup of coffee in here. There are condoms in women's restrooms and in the reception and everywhere." And I said, "You do not know how proud you have made me today, because this is exactly what we want and that contraception and measures are available." We need to get this whole story out of the closet and bedrooms and into the streets because this is precisely what is important for us.

When we look at the whole issue of whether it is available or not and in cultures whether it is being used or not, I think that if we just step back and look at the health system and the WHO guideline on what the health system should be, there are 6 pillars, but let us look at just a few.

Service delivery is one pillar; workforce is another; information is a third. Service delivery and logistics, in most cases, will be obviously relevant mostly the urban areas rather than in the rural areas. Yet we find that despite the fact that contraceptive measures are easily available in the urban areas, the utilisation initially picks up but then drops and thus we are not seeing a lot of change in the behaviour patterns.

However, I do not want to generalise as it varies from country to country and sometimes from province to province.

If we look closely, the urgency is so clear. In Swaziland, 42% of women are HIV/AIDS positive; in South Africa 70% of hospital beds are taken up by AIDS patients, so we have a huge issue here.

I believe that my point came across incorrectly regarding the giving of grants to NGOs – my apologies. The grant is the small amount that the World Bank puts in but the amount leverages for research and capacity building, and is huge many times. It also does not cover the research institutions that we establish. The literature is vast, widely read and available but the question is how do you translate that literature into action?

The point that I do fully agree with you on is that the resources that are being put into population and reproductive health measures are stagnant. If you look at it from a cost basis, then it has been so since the 1970s. We are not putting in more, even though it looks like that. We are not putting in more in terms of accounting for inflation into this critical area. We need to be putting in much more and we need to be utilising and putting all the research we have into action in order to make a big difference.

Do we go slower on family planning in Africa? I think the answer lies more in how we can use the system. The example from Austria did not calculate income measures. Every mother who is pregnant in Austria gets a "passport" which has all the steps to be taken from antenatal until the child was born.

Every time the mother takes the little book and receives prenatal care, and later on when the child got a vaccine, they get a stamp in that “passport”. At the end of the birth, you would receive around US\$800. So here was a commission tax transfer – an incentive for every mother to make sure that they are healthy mothers and have healthy babies. Now, if you are going slowly on the family planning part, I would say to let us make sure that we get healthier babies and healthier mothers through different mechanisms which are available today.

**[Mr. Shiv Khare, AFPPD]**

First of all, thank you to the World Bank for being here. There is one thing that I wanted to ask you. I am from the Asian Forum of Parliamentarians on Population and Development (AFPPD), which is a UNFPA-initiated programme and we have been working with parliamentarians for a long time. A question that the parliamentarians have been asking us is what kind of system should be changed or not? Over the last several years, various agencies have been putting funding into reproductive health, and maternal and child health but it looks like that things are not changing. So, is there a need of an overall change? Is there any way we can change the approach that has been taken so that there is an impact?

**[Dr. Nguyen Van Tien MP, Vietnam]**

In Vietnam we are making a law regarding the age of retirement. In some countries you start to receive your pension at the age of 65. I think that the UN standards have set it at 60 years old. Why are the age systems different?

**[Mr. Armin H. Fidler, World Bank]**

Regarding the issue of the channels, yes, we need to refill these channels again but I think there are additional problems. There is the huge debate about health systems in the international community on whether certain channels work or not from the outside. What we need to ensure is that in addition to refilling the traditional channels, we also look outside, including outside the health sector. What are the constraints that make the traditional health system channels not work? We need to try to improve those.

As far as the issue of aging is concerned and the age of retirement, I would like to point out that it is aging and long term care, because these types of services also include care for disabilities. In the Austrian example of the cash benefits that these families get, they do not get it because of an age cut-off, so you get nothing if you are healthy and 100 years old. You do get it when you are 20 and disabled – the amount that you would get is dependent on the 7 disability categories. Of course, more disabilities occur in elderly people but the funding is also available for young people. They can receive a financial allocation and then the family can spend it on whatever they believe are the right services they can buy into; you get the money and you are not being held accountable for what you do with the money.

**[Chair]**

Thank you so much to our 2 presenters. It was very informative.

Friday, July 10<sup>th</sup>, 2009

**SESSION 7**  
**Identifying the Tasks**

On behalf of the African Delegation,

**Hon. Fredrick Outa**

MP, Kenya

---

I would like to call your attention to the discussion of the African Parliamentarians.

First and foremost, on behalf of our colleagues from Africa, we want to thank the organizer for allowing us to come and participate in this vital workshop. We believe that as we go back home, some of the ideas that we have learned will be translated into empowering of our nations.

As we discussed in our group, there were a number of issues that were coming up and we want to talk about the challenges and the opportunities of recipient countries. We discussed and we realised that there are a number of things that are affecting the ODA programmes in our regions.

One of the challenges affecting the ODA programmes are the conditionalities. The reason why we say that is that we realised that the ODA donor countries have what we called a “forced bilateral agreement programme”. We realised that when they forced us to sign the bilateral agreement, some of the conditions are not favourable towards the implementation of the project. After signing the agreement there is not any

room to also review the terms and conditions in those ODA projects. There is no transparency and then we realise that when that happens, there is not any dissemination of information from the donor countries, and they can even decide to freeze aid to the recipient country at any time. With their conditions there is what we call an “unpredictability of disbursement” of the ODA money.

After signing the agreement, the recipient country has already budgeted for what we call the “annual budget”. When the money which is meant to be disbursed in these recipient countries would not make it in time, it would interfere with what we call the “proposed projects” in the recipient countries.

Another challenge – and this is across the board – is corruption. Corruption is a big disease in Africa and we have seen the lack of commitment to government by the recipient countries. Our governments need to be able to come up with the legislations that will be able to address the corruption that has taken place in every sector in our country.

The third challenge that we also discussed is accountability and transparency. We say there is inadequate involvement of stakeholders in ODA projects. What we mean is that when the donor countries come up with projects in recipient countries, there is little room to be able to involve the MPs and the stakeholders in those areas, thus there is no follow-up on those projects by the parliamentarians.

The fourth is poor infrastructures to accommodate effective monitoring and evaluation of ODA projects, and by infrastructure we are citing examples of roads, ICT, etcetera.

The fifth is sustainability that the donor countries provide when they devise the ODA project, they are not designing these programmes to provide what we call “sustainability after ODA projects are completed”. So they come up with the projects, but how it is going to be sustained is not provided.

The last one of these challenges is ODA not targeting infrastructure projects. For example, instead of focusing on the projects that will improve the efficiency of transportation such as roads, they will focus on projects such as providing condoms, which is not effective in some areas.

That is our discussion on the challenges, and we also came up with recommendations. We recommend that in order to achieve the effectiveness of ODA in recipient countries, strong collaboration among parliamentarians, ODA donor- and recipient countries for

proper coordination and information sharing with an oversight of ODA projects, needs to be strengthened. Without that strong collaboration, most of the ODA projects will not be realised. That is the first recommendation that we came up with.

Number 2 – involvement of parliamentarians in planning, monitoring, and evaluation is vital. To achieve any of the goals of ODA projects, we need to involve the parliamentarians at the beginning of each and every stage of any project.

Number 3 – involvement of NGOs and other non-government actors in ODA planning, implementation and evaluation. Those NGOs in the areas of recipient countries and other non-governmental which we call civil society, also need to be involved from the very beginning of each and every project.

Number 4 – there is the need to strengthen mechanisms for good governance to improve: number 1, the accountability of each ODA project; number 2, to bring the transparency in place; and number 3, to find ways and means for how the recipient country will deal with corruption in each and every sector and the stages of ODA projects.

Number 5 of the recommendations is that there is the need for the strengthening of parliamentary networks on population and development, at the national, regional, continental and global level.

Last, but not least, parliamentarians in ODA sending countries should be encouraged to take more interest in ODA projects to ensure

effectiveness and accountability of the taxpayers, whereby the taxpayers can appreciate ODA and the need to have it effective in terms of transparency in the implementation in order to attain the desired goals.

The opportunities: number 1, is to increase the prevalence of democracy and good governance. One thing we have also discussed is to increase the number of skilled personnel to implement ODA projects. In other words, in the recipient countries, if there is lack of skilled personnel, then the planning and implementation will not be effective.

In the terms of opportunities for the ODA projects, we also need to increase and encourage the vibrant civil society to take part in ODA accountability. If the civil society in each and every recipient country does not take part, then there will be no one who will act as a whistleblower on these projects if there is a problem with the implementation. Civil society will act as a whistleblower in order to bring the transparency and accountability in all these projects.

The last one is that there are opportunities there for us in this changing environment, such as the election of US President Obama.

**[Hon. Dr. Peter D. Machungwa MP, Zambia]**

Allow me to add a bit to the opportunities. Because of these opportunities that exist in the environment now, we can utilise and draw on those so that it will be easier for us to succeed.

For example, regarding the last point on US President Obama being elected, we think it presents an opportunity. In the past, the US Government was opposed to even funding UNFPA. Now, however, the thinking has changed in that area, which is an excellent opportunity for us as parliamentarians. In Africa, there are the issues of having vibrant NGOs who are crying for transparency and they will work with parliamentarians.

Other opportunities are presenting themselves through the increase of democratisation, more multi-party systems, and lessening of dictatorial regimes.

Thank you.

Friday, July 10<sup>th</sup>, 2009

## **SESSION 7** **Identifying the Tasks**

On behalf of the Asian delegation,

**Hon. Dr. Damry Ouk**  
MP, Cambodia

---

On behalf of the Asian countries, I would like to present our feedback and results relating to the challenges and opportunities of recipient countries which we have come up with during these 4 days here, at this workshop.

We would like to support the ODA projects so that they become more successful but we have not actually had the information available to us, other than hearing about it later on the television or radio.

It is hard to know if something happens with the project because there is not an official communication system for the parliamentarians; therefore, we need a good mechanism for information flow. Making one communication system would be good to get all the information to and from parliamentarians, constituencies, and local and central governments.

The flow of information should also be kept regular and up-to-date, and keep all those involved well-informed of the projects in order to make them effective and create good cooperation between donor- and partner countries for monitoring and evaluation. This is what we need to structure and promote the most for the future

cooperation between the donor and recipient countries.

ODA has a very strong and positive foundation. It has a legal base, mechanisms, human resources, financial resources, and material resources. As we have heard over the past few days, ODA has a clear policy procedure which means that they are allowed to gather all information; even from the local authority, NGOs, and other agencies.

I think that most countries have JICA representative offices and Japanese Embassies. They are there to cooperate and with us and to gather information – they are a contact for us and we can seek information, support and advice from them relating to ODA projects.

There are several projects at the national- and local level in Asian countries that receive ODA. In Cambodia, for example, there is a big JICA project that is building a bridge over the Mekong River and we are trying to monitor the cooperation.

Parliamentarians from the recipient countries can work with parliamentarians from donor countries to exercise the

oversight of the project.

These are some of the challenges that we have to oversee.

The Asian delegation recommends that ODA allow the parliamentarians to create a law and policies to make ODA more transparent. We would like to form a committee or sub-committee for working with ODA for oversight at the parliamentary level.

We would also like to advocate donor nations to increase funds related to social projects. We have mentioned several areas such as reproductive health, maternal mortality and child health. We consider these areas seriously and we want to advocate donors to increase what is necessary. We also recommend that we receive enough information so that we can monitor and review ODA cooperations.

Those are our recommendations relating to the challenges.

**[Hon. Darlene Antonino-Custodio MP,  
Philippines]**

I would like to add that during our discussion, we realised that there is a lack of information and, therefore, we could not come up with more challenges and recommendations because we do not yet know enough about it.

I think as we go along in terms of trying to reform ODA and make links with the donor nations, we will actually see more challenges. We can then work together to address these challenges. This way, we can hopefully come up with a better policy and a more inclusive system of assuring ODA accountability and transparency.

Thank you.

Friday, July 10<sup>th</sup>, 2009

## **CLOSING CEREMONY**

### **Address**

#### **Hon. Chieko Nohno**

MP, Japan;

Secretary-General of the Japan Parliamentarians Federation for Population (JPFP)

---

Thank you for your hard work. Allow me to say a few words before we close.

This programme was meant to provide a basis to exchange opinions on actions that could be taken by the parliamentarians in order to execute ODA effectively. Earlier on, we had a chance to discuss the specific roles members of parliamentarians can play in the ODA field. We are participating in national politics on behalf of our people. We believe that parliamentarians should decide the assistance policy, as well as the development policy of each of the nations with a political intent and in a responsible manner. Providing suggestions necessary for deciding policy will ensure the basis for enabling ODA transparency and accountability.

Parliamentarians, I know that this conference is the kick-off meeting for what will be a 3-year long programme. I hope that you will serve as a lynchpin role in order to make

certain things possible.

JPFP would like to implement specific measures to execute ODA that will go directly to the people of developing nations. We would also like to strive to execute ODA that will build a society in which each human being can lead a decent life.

Where there is hope, there is a way and hope is not a given quality, you have to embrace it on your own. Let us construct a future hand-in-hand with all the residents of spaceship earth as we hold on to such hopes.

Thank you so much for travelling all the way to Japan and we really look forward to seeing you next year at this same forum. I wish you a safe trip back and with this I conclude my closing remarks.

Thank you very much for your attention.

Friday, July 10<sup>th</sup>, 2009

**CLOSING CEREMONY**

**Address**

**Hon. Wakako Hironaka**

MP, Japan;

Senior Vice-Chair of the Japan Parliamentarians Federation for Population (JPFP)

---

I would like to thank you for working hard over the 4 days and participating in the programme; allow me to extend my appreciation to all of you for your participation. I believe that the most important part of the purport of the programme is to have the distinguished delegates exchange opinions to the fullest.

I hope that this was a fruitful arena of discussion for the developing nations and that it provided an opportunity to discuss and deliberate specific actions that can be put together by the parliamentarians.

Originally our thought was to provide an opportunity for all of you to exchange words with the JPFP parliamentarians. We did our best at the secretariat but let me apologise, on behalf of all the MPs, that they have not

been able to attend this conference as they have been tied up in preparation for the general election. Please kindly accept also our apologies for any kind of inconvenience caused to you due to shortage of manpower at APDA.

As you are aware, this conference will be continued for the next 3 years. I look forward to hearing your opinion as the representatives of the community-based parliamentarians' federation.

On behalf of the secretariat members, I hope you have a safe trip back and I look forward to seeing you next year.

Thank you very much to all of you.

## Identifying the Issues

---

### **1. In Governments:**

In general, governments do not provide adequate information on planning, design, implementation, focus, assessment, governance, and expected and actual outcomes of ODA; specifically, governments need to provide adequate information on ODA for population and development regarding amount, outcomes, processes, governance of ODA, challenges, and also ODA integration with population and development.

### **2. In Regional Parliamentarians' Fora on Population and Development:**

- 2.1 There is no centralised regional database accessible to parliamentarians of ODA or otherwise
- 2.2 Some countries have yet to establish a Parliamentarians' National Committee on Population and Development
- 2.3 The capacity of some Parliamentarians' National Committees is not sufficient enough
- 2.4 There is no general existing mechanism for developed countries to exchange information about the needs and difficulties the developing countries face

### **3. In Parliaments of Recipient Countries:**

In some instances, parliaments have not taken proper action and measures for creating an accountability and transparency framework of the ODA recipient process and its conditions, i.e.:

- 3.1 Absence in some countries of a Parliamentarians' National Committee on Population and Development
- 3.2 Some Parliamentarians' National Committees' Secretariat do not have enough capacity for research and policymaking
- 3.3 Insufficient legislation ensuring transparency and accountability for ODA implementation
- 3.4 Some countries do not have an integrated population/health policy and legislation within the realm of sustainable development
- 3.5 Some countries lack development policies and related legislation in the context of population and sustainable development
- 3.6 There are inadequate mechanisms to monitor and evaluate ODA processes and progress

### **4. In Parliaments of Donor Countries:**

- 4.1 Some parliaments do not sufficiently examine the ODA donor process in their own countries
- 4.2 There are no institutional frameworks between parliamentarians of donor and recipient countries to exchange information on ODA
- 4.3 There are inadequate mechanisms for monitoring and evaluation of ODA
- 4.4 Some parliamentarians do not have adequate information to be able to appreciate the rationale for ODA

## **Recommendations and Priority Issues**

---

### **1. Request to Governments:**

- 1.1 Governments should provide parliamentarians with adequate and timely information on all aspects of ODA programmes
- 1.2 National Parliamentary Committees on Population and Development should request the government to place a higher priority on population issues when formulating and requesting ODA

### **2. Requests to Regional Parliamentarians Fora on Population and Development:**

- 2.1 To compile and share good practices of ODA implementation within the Regional Forum
- 2.2 Facilitate the establishment of a National Committee of Parliamentarians on Population and Development in countries that do not yet have such a committee
- 2.3 Promote exchange on ODA issues between parliamentarians within the regions, and also link parliamentarians from beneficiary countries with parliamentarians from donor countries

### **3. Request to the Parliaments of Recipient Countries:**

- 3.1 Legislate to make government responsible and accountable for ODA
- 3.2 Examine indices to monitor/evaluate the ODA progress
- 3.3 Establish a National Committee on Population and Development, if there is not one yet and provide sufficient capacity for policymaking
- 3.4 Re-examine and develop comprehensive population, health, and development related policies and enact relevant legislation within the context of sustainable development

### **4. Request to the Parliaments of Donor Countries:**

- 4.1 Take a keen interest in international development and monitor the ODA process
- 4.2 Cooperate with counterparts in recipient countries to make ODA programmes more effective
- 4.3 Set up mechanisms to properly measure the ODA outcomes

## **Programme**

---

### **Tuesday, 7 July**

#### 10:00-11:45 Opening & Introductory Session

- Address by Ms. Kayoko Shimizu, APDA Vice-Chair
- Briefing by Dr. Osamu Kusumoto, APDA Secretary-General/Executive Director
- Q&A/Discussion

#### 11:45-13:00 Lunch

#### 13:00-14:30 Tour of Parliament

#### 17:30-19:00 Meeting with MOFA

- Courtesy Call on Hon. Nobuhide Minorikawa, MP; Parliamentary Vice-Minister for Foreign Affairs
- Q&A/Discussion

### **Wednesday, 8 July**

#### 10:30-11:30 Visit Tokyo Redevelopment Plan Area

- Courtesy call on Mr. Yoshio Karita, Senior Advisor of Mori Building Co., Ltd

#### 12:00-12:55 Lunch at JICA Global Plaza

#### 12:55-14:15 Meeting at JICA Global Plaza

- Briefing by Prof. Takahisa Kusano, Director-General of JICA Global Plaza
- Tour of Exhibitions

#### 15:00-17:30 Meeting at JICA Headquarters

- Briefing by Mr. Yoshihisa Ueda, Vice-President of JICA
- Q&A/Discussion

### **Thursday, 9 July**

#### 09:30-10:00 Opening Ceremony

- Opening Address by Hon. Chieko Nohno, MP; JFPF Secretary-General
- Address by Mr. Masato Kitera, Director-General of the International Cooperation Bureau of MOFA
- Address by Dr. Kiyoko Ikegami, Director of the UNFPA Tokyo Office

#### 10:15-11:30 Session 1: ODA from UN & NGO Perspectives – for its Achievement

- Mr. Katsuhide Kitatani, Chair of NPO 2050; Former UNFPA Deputy Executive Director

- Chair: Hon. Darlene Antonino-Custodio, MP (Philippines)

#### 11:30-13:00 Session 2: Parliamentarians' Role in Good Governance

- Dr. Kazuo Takahashi, Professor at UNU
- Chair: Hon. Dr. Elioda Tumwesigye, MP (Uganda)

#### 13:00-14:00 Lunch

#### 14:00-15:30 Session 3: Standards of Accountability Set by Donor Countries/Agencies

- Prof. Dr. Hiromitsu Muta, Vice-President of Japan Evaluation Society
- Chair: Hon. Dr. Nguyen Van Tien, MP (Vietnam)

#### 15:30-16:00 Coffee Break

#### 16:00-17:00 Session 4: ODA from Donor Perspectives

- Hon. Yoshitake Kimata, MP (Japan)
- Chair: Hon. Dr. Peter D. Machungwa, MP (Zambia)

#### 18:00-19:30 Dinner Reception

### **Friday, 10 July**

#### 09:30-10:30 Session 5: Challenges & Opportunities of Recipient Countries I

- Break-away Discussions

#### 10:30-11:45 Session 6: Challenges & Obstacles in Population and Development Issues

- Mr. Rakesh Nangia, Director of Strategy and Operations, Human Development Network, the World Bank
- Mr. Armin. H. Fidler, Lead Adviser of Health Policy and Strategy, Human Development Network, the World Bank
- Chair: Hon. Elma Jane Dienda, MP (Namibia)

#### 11:45-13:00 Lunch

#### 13:00-14:00 Session 7: Challenges & Opportunities of Recipient Countries II; Discussion Presentations on Identifying the Tasks

- Hon. Fredrick Outa, MP (Kenya)
- Hon. Dr. Damry Ouk, MP (Cambodia)

14:00-15:50 Session 8: Regional Tasks & Challenges; Identifying the Issues

- Chair: Hon. Jenista Joakim Mhagama, MP (Tanzania)

15:50-16:00 Coffee Break

16:00-17:00 Session 9: Regional Tasks & Challenges; Recommendations

- Chair: Hon. Fredrick Outa, MP (Kenya)

17:00-17:15 Briefing on Preparations for Next Year

17:15-17:30 Closing Ceremony

- Address by Hon. Chieko Nohno, MP; JPFP Secretary-General
- Address by Hon. Wakako Hironaka, MP; Member of the APDA Board of Directors; JPFP Senior Vice-Chair

18:00-19:30 Dinner Reception

Hon. Dr. Peter D. Machungwa, MP;  
Chair of ZAPPD; FAAPPD Executive Committee Member, Zambia

Mr. Manmohan Sharma  
Executive Secretary of IAPPD, India

Mr. Shiv Khare  
Executive Director of AFPPD, Thailand

Ms. Kitolina Kippa  
Assistant Director, Tanzania

Hon. Wakako Hironaka, MP;  
Senior Vice-Chair of JPFP, Japan

Hon. Chieko Nohno, MP;  
Secretary-General of JPFP, Japan

Hon. Mayumi Moriyama, MP;  
Vice-Chair of JPFP, Japan

Hon. Teruhiko Mashiko, MP;  
Director of JPFP, Japan

Hon. Yoshitake Kimata, MP  
Japan

Hon. Chiaki Takahashi, MP;  
Deputy Secretary-General of JPFP, Japan

Hon. Koushin Fujitani, MP  
Japan

## **2009 WORKSHOP PARTICIPANTS**

---

### **Members of Parliament and (Inter)National Committees from Africa and Asia**

---

Hon. Dr. Damry Ouk, MP  
Cambodia

Hon. Darlene Antonino-Custodio, MP  
Philippines

Hon. Dr. Nguyen Van Tien, MP;  
Vice-Chair of VAPPD, Vietnam

Hon. Fredrick Outa, MP  
Kenya

Hon. Elma Jane Dienda, MP  
Namibia

Hon. Jenista Joakim Mhagama, MP;  
Chair of the Parliamentary Committee on Community Development; Parliamentary Presiding Officer, Tanzania

Hon. Dr. Elioda Tumwesigye, MP;  
FAAPPD Treasurer, Uganda

### **Resource Persons**

---

Prof. Dr. Hiromitsu Muta  
Executive Vice-President for Finance, Tokyo Institute of Technology; Vice-President of the Japan Evaluation Society, Japan

Dr. Kazuo Takahashi  
Professor at UNU, Japan

### **Ministry of Foreign Affairs, Japan**

---

Hon. Nobuhide Minorikawa, MP;  
Parliamentary Vice-Minister

Mr. Masato Kitera  
Director-General of International Cooperation Bureau

Mr. Akira Yamada  
Deputy Director-General of International  
Cooperation Bureau

Mr. Atsushi Ueno  
Director of Global Issues Cooperation Division,  
International Cooperation Bureau

Mr. Masahiro Nakata  
Deputy Director of Global Issues Cooperation  
Division, International Cooperation Bureau

Dr. Yuriko Akiyama  
Global Issues Cooperation Division,  
International Cooperation Bureau

Mr. Toshihiro Kitsuka  
Researcher, Global Issues Cooperation Division,  
International Cooperation Bureau

#### **United Nations Population Fund (UNFPA)**

---

Dr. Kiyoko Ikegami  
Director of Tokyo Office, Japan

Ms. Mika Yamamoto  
Tokyo Office, Japan

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

---

Mr. Yoshihisa Ueda  
Vice-President

Prof. Takahisa Kusano  
Director-General of Global Plaza

Mr. Yoshio Horiuchi  
Deputy Director-General of Global Plaza

Mr. Yoshikazu Tachihara  
Director of Administration Division

Ms. Tomoko Takeuchi  
Director of RH Division, Health Systems and RH  
Group, Human Development Department

Mr. Eihiko Obata  
Assistant to the Office of the President

Mr. Yoshihiro Ozaki  
Office of the President

#### **The World Bank**

---

Mr. Rakesh Nangia  
Director of Strategy and Operations, Human  
Development Network, USA

Mr. Armin H. Fidler  
Lead Adviser of Health Policy and Strategy,  
Human Development Network, USA

Mr. Kazushige Taniguchi  
Special Representative, Japan

Mr. Koichi Omori  
Communications Associate, Japan

Ms. Nobuko Kato  
E T Consultant, Japan

Ms. Izumi Kukita  
Operations Analyst, Japan

#### **Embassies**

---

H.E. Mr. Hor Monirath  
Ambassador of the Kingdom of Cambodia to  
Japan

Ms. Gina A. Jamoralin  
Charge d'Affaires, a.i. of Philippine Embassy,  
Japan

Ms. Angelica Escalonan  
Charge of Political Affairs of Philippine Embassy,  
Japan

#### **Other Cooperating Organizations & Observers**

---

Mr. Masahiko Nishiuchi  
Board Member of NPO 2050, Japan

Mr. Simon Bedelo  
Lecturer at Keio University, Japan

Dr. Milanga Mwanatambwe  
Representative for Africa of Tokushukai Group,  
Japan

Mr. Junichi Nitta  
Director of the External Relations Division,  
Research Promotion Department of IDE-JETRO,  
Japan

Mr. Hiroshi Taniguchi  
Secretary to Hon. Yoshitake Kimata, Japan

**Members of the ADPA Board of  
Directors/Councillors, Japan**

---

Ms. Kayoko Shimizu  
Vice-Chair

Mr. Yoshio Karita  
Member of the Board of Councilors;  
Senior Advisor of Mori Building Co., Ltd;  
Former Grand Master of Ceremonies for the  
Imperial Household Agency

Mr. Katsuhide Kitatani  
Chair of NPO 2050;  
Member of the Board of Directors

Mr. Shin Sakurai  
Member of the Board of Directors

Mr. Shuzaburo Takeda  
Member of the Board of Directors

**Asian Population and Development  
Association (Secretariat), Japan**

---

Dr. Osamu Kusumoto  
Secretary-General/Executive Director

Mr. Masanori Takemoto  
Programme Manager, Researcher

Ms. Hitomi Tsunekawa  
International Affairs Manager

Ms. Katie Dönszelmann, International  
Affairs Programme Associate

Ms. Saori Kumagai  
Conference Support

Ms. Keiko Kawakami  
Conference Support

Ms. Haruna Mori  
Conference Support

**Interpreters**

Ms. Fujiko Hara

Ms. Nobuko Tsutsui

Ms. Akiko Ninagawa

*\* Please note: Names and titles are listed as  
applicable in July 2009*

## **List of Acronyms**

AFPPD	Asian Forum of Parliamentarians on Population and Development
AIDS	Acquired Immune Deficiency Syndrome
APDA	Asian Population and Development Association
ARV	Antiretroviral drug
AusAID	Australian Government Overseas Aid Program
CAPPD	Cambodian Association of Parliamentarians on Population and Development
CDF	Comprehensive Development Framework
CO <sub>2</sub>	Carbon Dioxide
CPR	Contraceptive Prevalence Rate
CSO	Civil Society Organizations
DAC	Development Assistance Committee
DGF	Development Grant Facility
DPJ	Democratic Party of Japan
EAC	East African Community
EMOC	Emergency Obstetric Care
EU	European Union
FAAPPD	Forum of African and Arab Parliamentarians on Population and Development
FP	Family Planning
GAO	Government Accountability Office
GCPPD	Global Committee of Parliamentarians on Population and Development
GDP	Gross Domestic Product
GNI	Gross National Income
GNP	Gross National Product
HIV	Human Immunodeficiency Virus
IAPPD	Indian Association of Parliamentarians on Population and Development
ICPD	International Conference on Population and Development
ICPD PoA	ICPD Programme of Action
ICPPD	International Conference of Parliamentarians on Population and Development
ICT	Information and Communication Technology
IDE-JETRO	Institute of Developing Economies, Japan External Trade Organization
IFPPD	Indonesian Federation of Parliamentarians on Population and Development
IMF	International Monetary Fund
IPCI/ICPD	International Parliamentarians' Conference on the Implementation of the ICPD Programme of Action

IPPF	International Planned Parenthood Federation
JBIC	Japan Bank for International Cooperation
JICA	Japan International Cooperation Agency
JOCV	Japan Overseas Cooperation Volunteers
JPPF	Japan Parliamentarians Federation for Population
LAPPD	Lao Association of Parliamentarians on Population and Development
LDCs	Least Developed Countries
LDP	Liberal Democratic Party of Japan
MCH	Maternal Child Health Handbook
MDGs	Millennium Development Goals
MMR	Maternal Mortality Ratio
MOFA	Ministry of Foreign Affairs of Japan
MP	Member of Parliament
NERICA	New Rice for Africa
NGO	Non-governmental Organization
NICs	Newly Industrialising Countries
NIEs	Newly Industrialised Economies
NPO	Non-profit Organization
OB/GYN	Obstetrician/Gynaecologist
ODA	Official Development Assistance
OECD	Organisation for Economic Co-Operation and Development
OECF	Overseas Economic Cooperation Fund
PHC	Primary Health Care
PNoWB	Parliamentary Network on the World Bank
PoA	Programme of Action
PRSP	Poverty Reduction Strategy Papers
RH	Reproductive Health
SRHR	Sexual Reproductive Health/Rights
STI	Sexually Transmitted Infection
TFR	Total Fertility Rate
TICAD	Tokyo International Conference on African Development
UK	United Kingdom
UN	United Nations
UNAIDS	The Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme

UNFPA	United Nations Population Fund
UNHCR	United Nations Human Rights Council
UNICEF	United Nations Children's Fund
UNU	United Nations University
US	United States
USAID	United States Agency for International Development
VAPPD	Vietnamese Association of Parliamentarians on Population and Development
WHO	World Health Organization
WTO	World Trade Organization
ZAPPD	Zambia All Party Parliamentary Group on Population and Development