

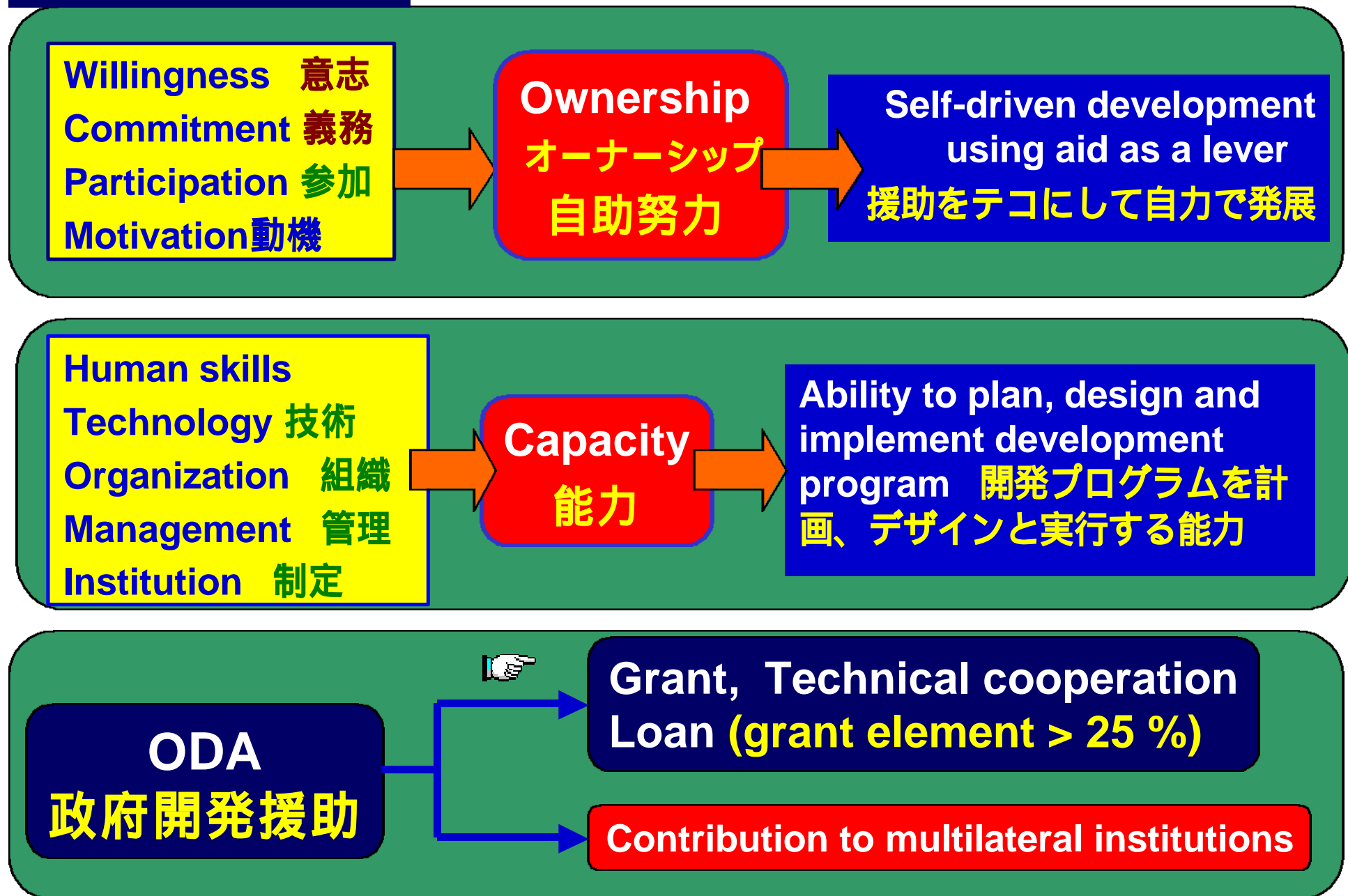
**Transport Improvement in Developing  
Countries and Role of Japan's Official  
Development Assistance (ODA)**  
**発展途上国における交通の発達と日本の政府  
開発援助 (ODA) の役割**

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**July 29, 2002**

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- Background 背景
- Objectives 目的
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- Tasks ahead 今後の予定

## Definition 定義

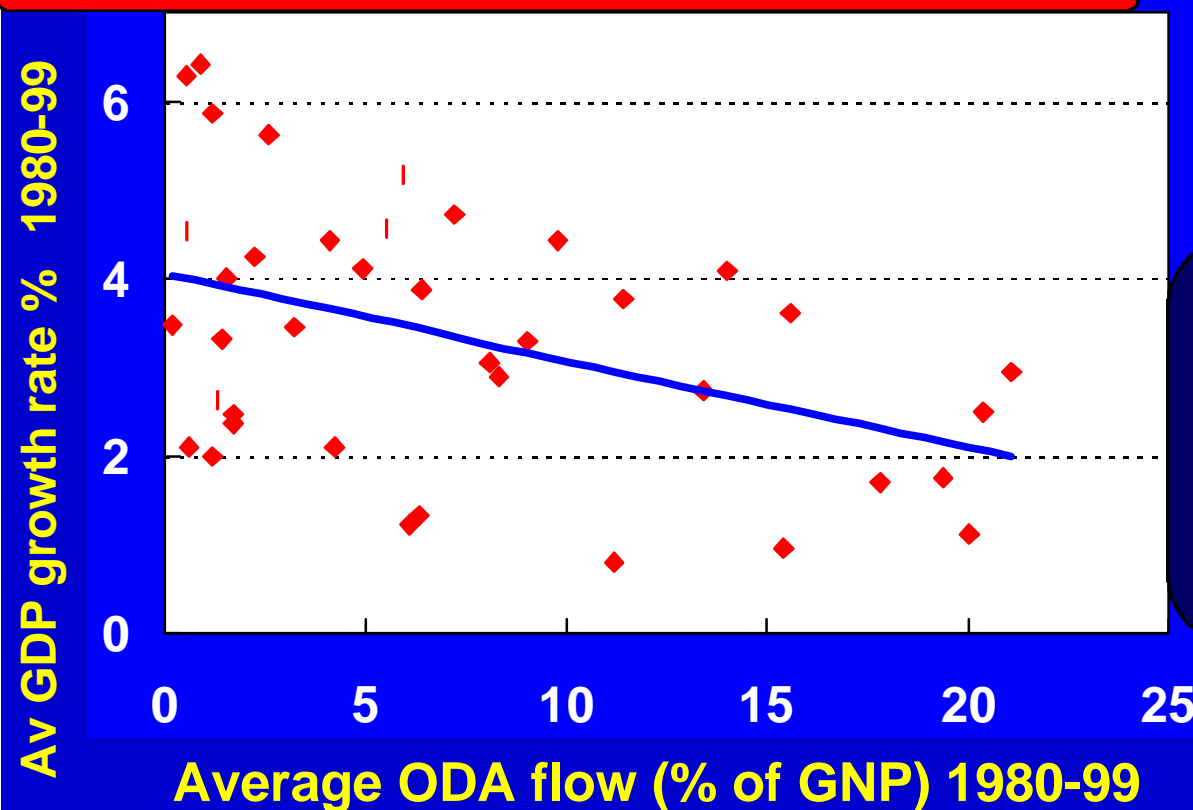


## Background背景

- ODA- not much effective (all donors)  
ODAは効率的でない
- “Good Ideas” more important than  
“Big Money”金額よりもアイデアが重要



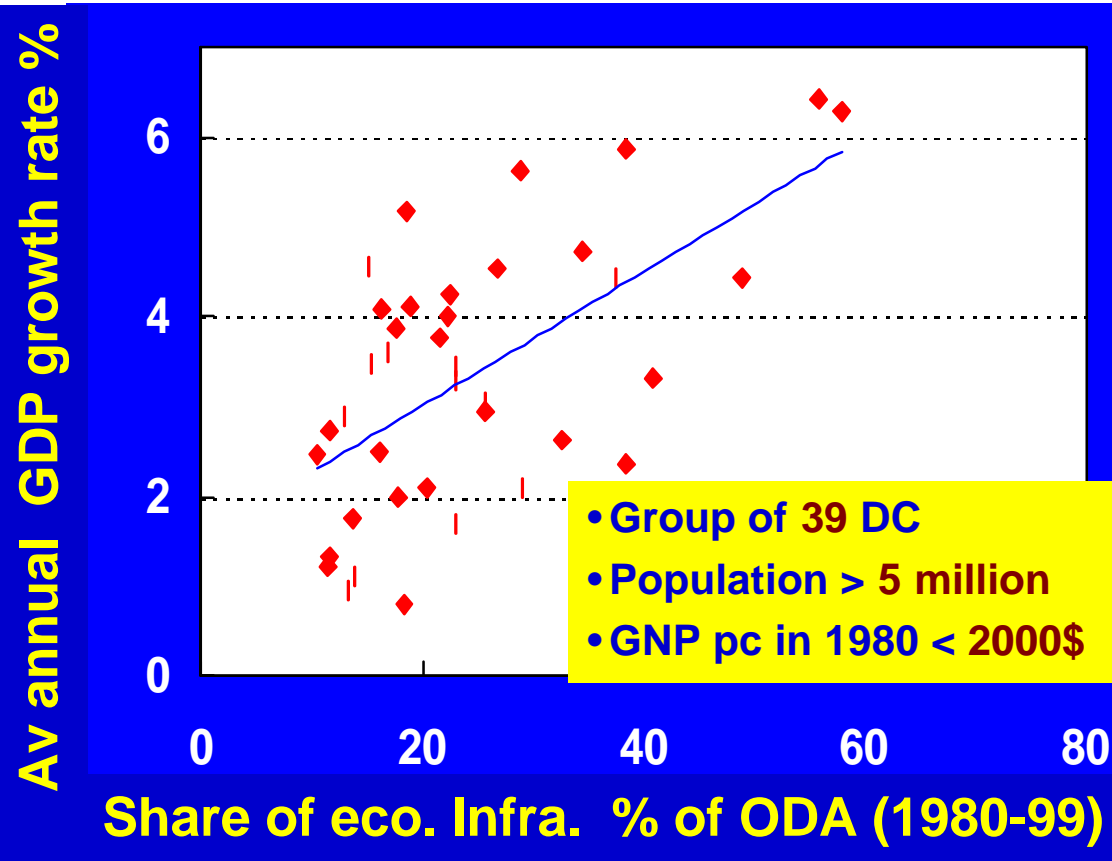
### ODA and economic growth ODAと経済成長



- Group of 39 DC  
(except India, China)
- Population > 5 million
- GNP per capita in  
1980 < 2000 US\$

# ODA for economic infrastructure and economic growth

## 経済的なインフラのためODAと経済成長



Regression			
Dep. variable: GDP growth rate			
	Unit	Coeff	t-ratio
Const		2.8	2.5
ODA	% GNP	- 0.05	-1.3
Eco infra	% ODA	0.07	3.5 ✓
Social sect	% ODA	- 0.01	- 0.2
Production	% ODA	- 0.04	-1.0

Macro

$R^2 = 0.43$

How to improve effectiveness ?  
効率性の向上方法 ?

Transport sector- Important  
交通部門の重要性

Micro-level studies  
ミクロレベルの研究

# Research Objectives and Approach

## 研究の目的とアプローチ

### Japan's ODA

- Philosophy 基本理念
- Principles 原則
- Priority 重点事項

Take these as given  
(reference) 与件

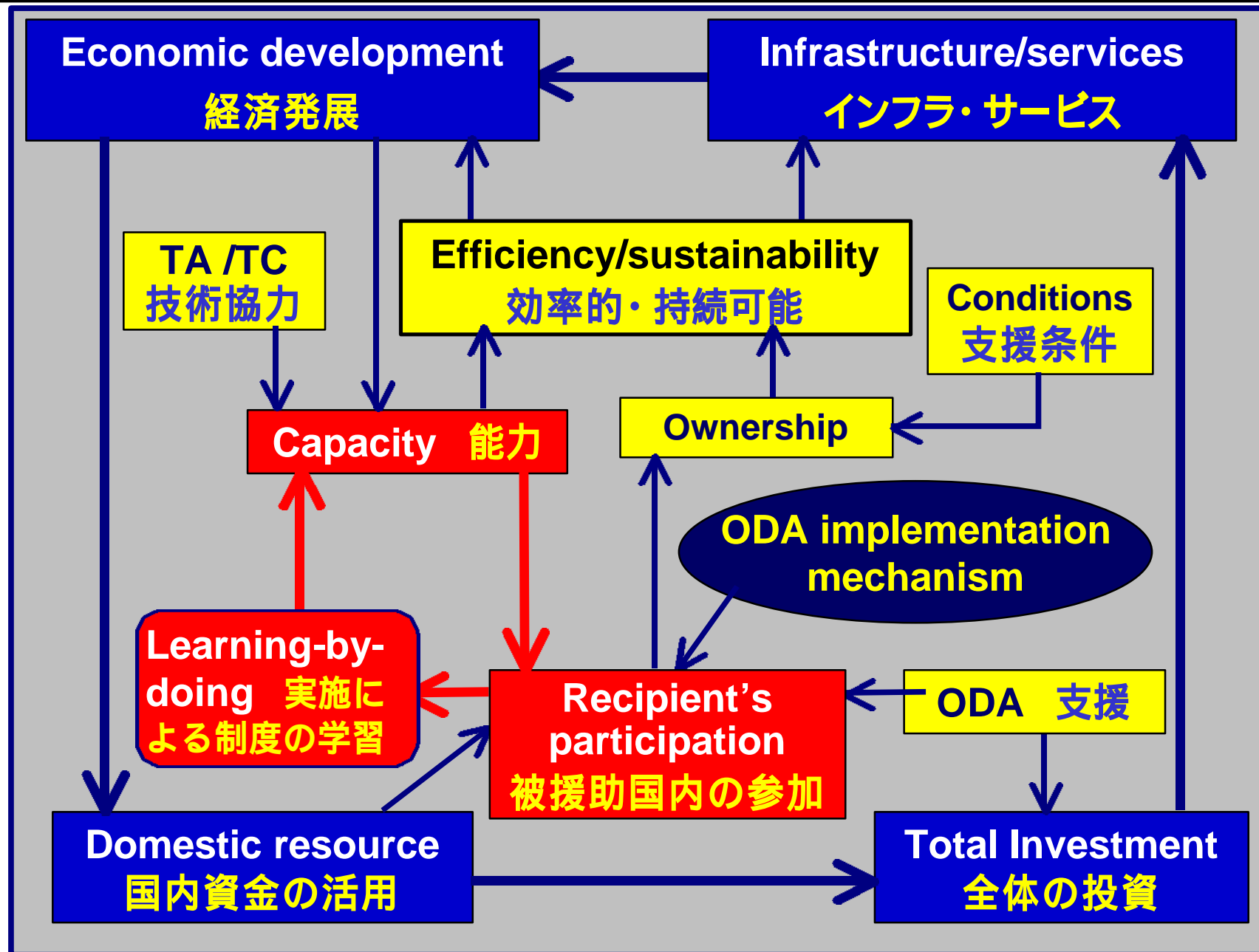
Research  
Objectives  
研究の目的

- Identify relevant areas for ODA within transport sector  
交通部門におけるODA対象領域の把握
- Examine the system of implementation procedure to identify key issues  
実施過程の調査と主要論点の把握
- Make recommendations to improve the effectiveness of Japan's ODA  
日本のODAの効率化のための政策提言

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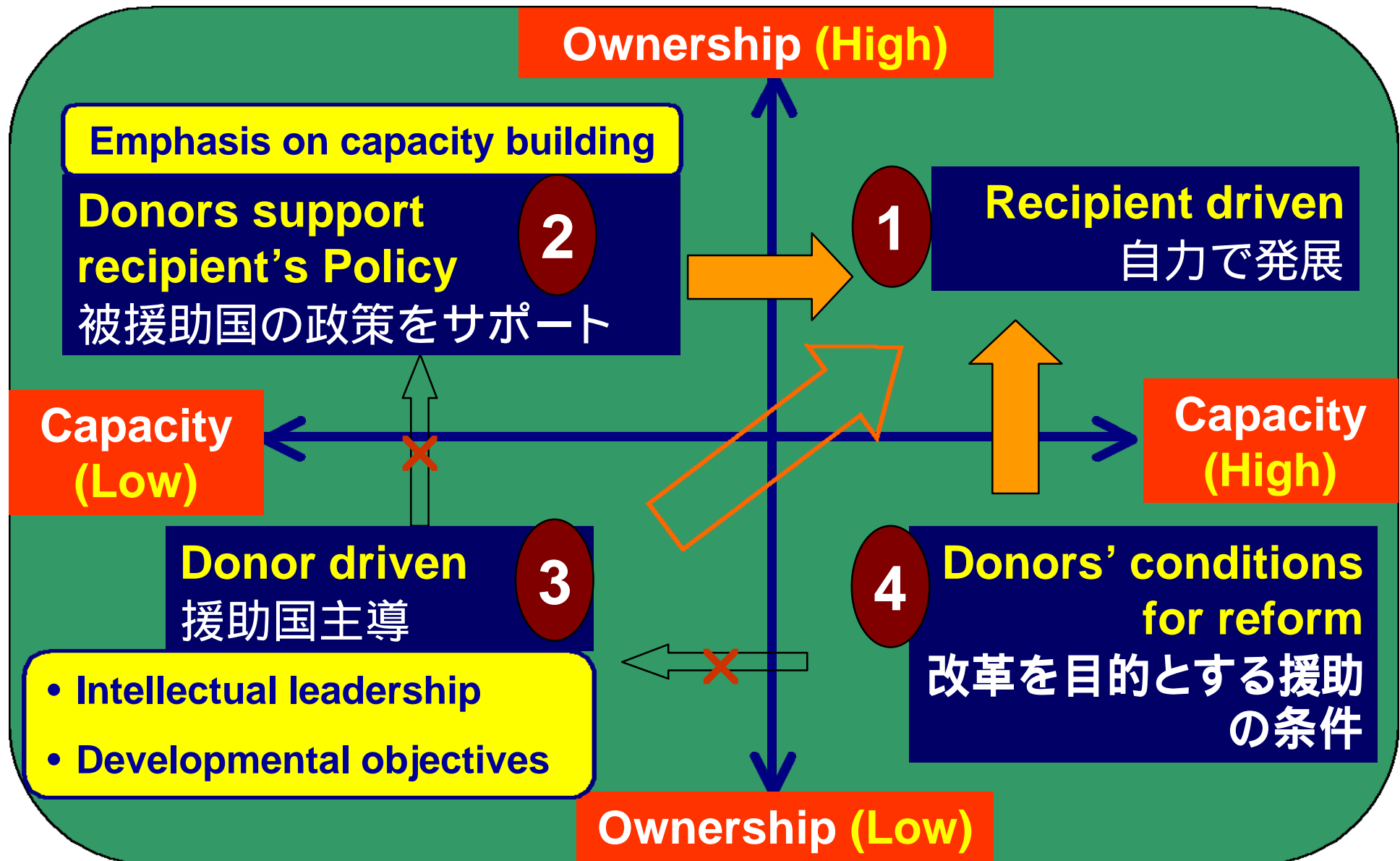
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# ODA and Capacity Building ODAと能力開発のダイナミクス





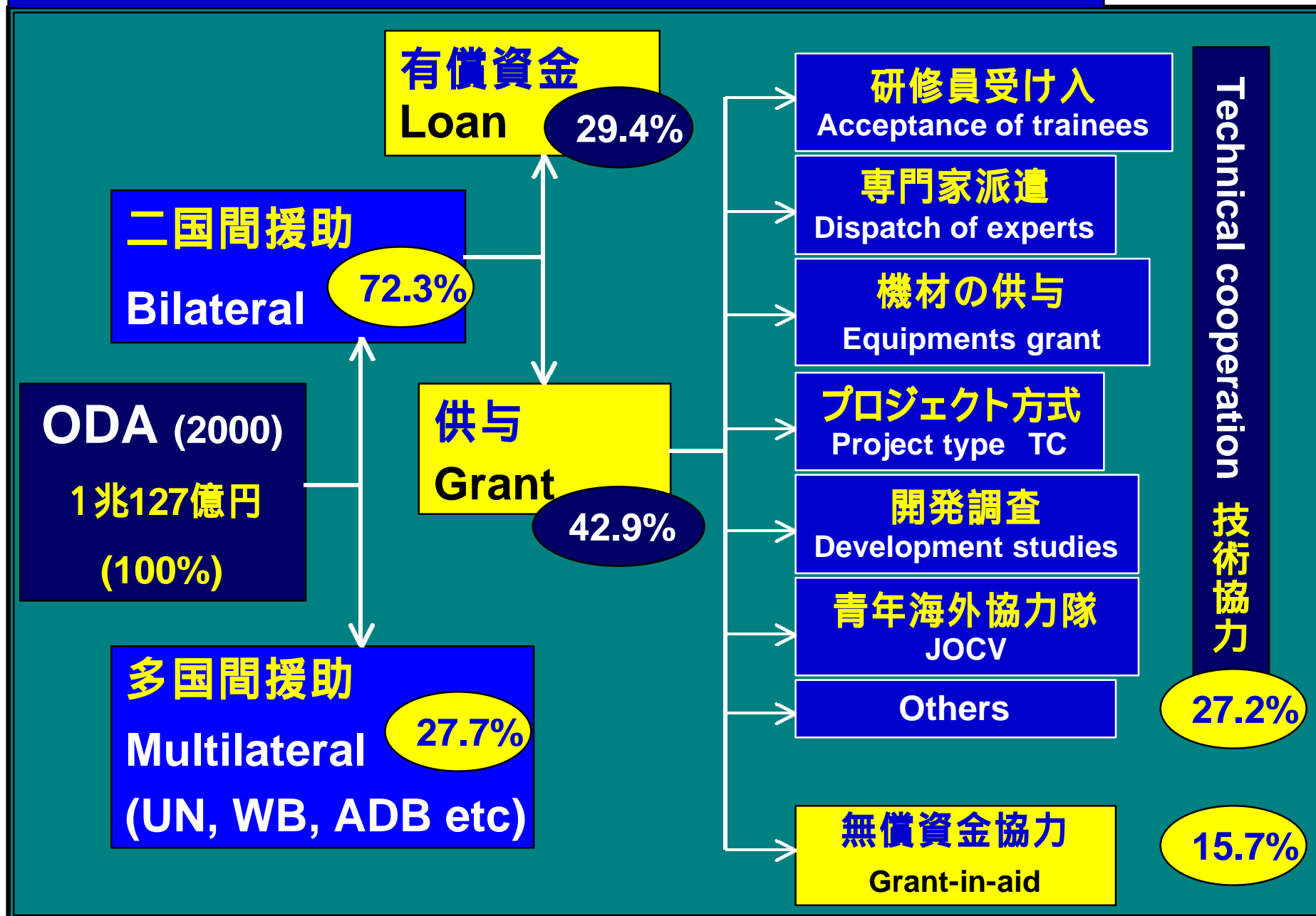
# Classification of recipient countries by “Ownership” and “capacity” 自助努力と能力によつての被援助国の分類



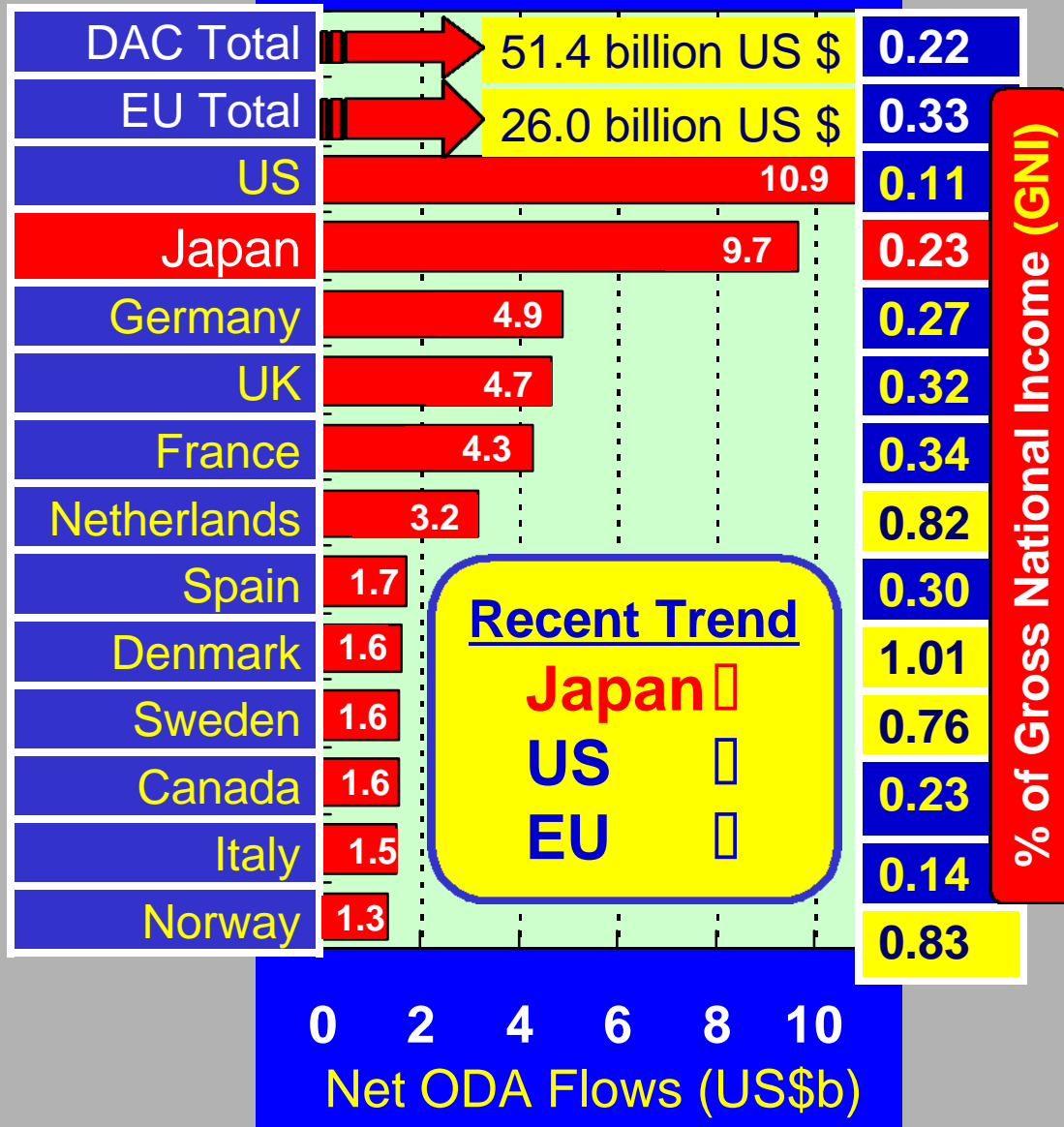
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# Types of Japan's ODA 日本のODAの形態

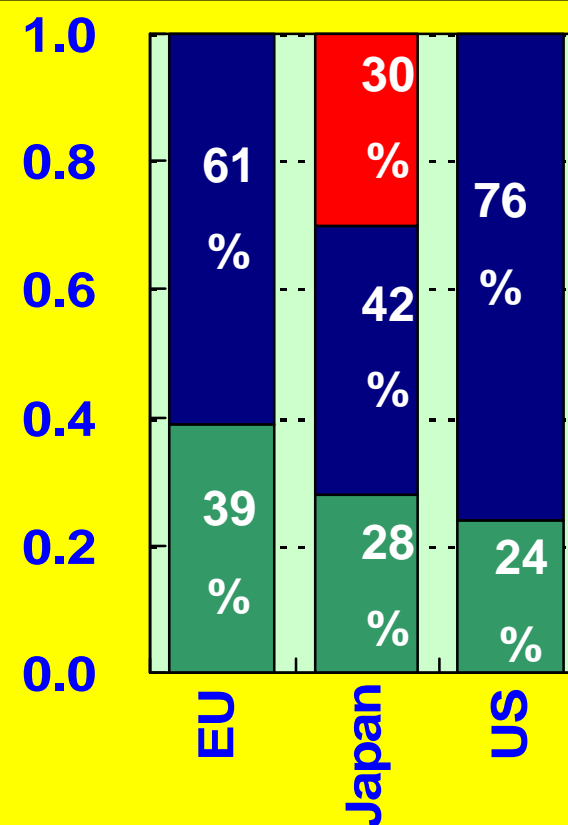


# Net ODA Flows 2001



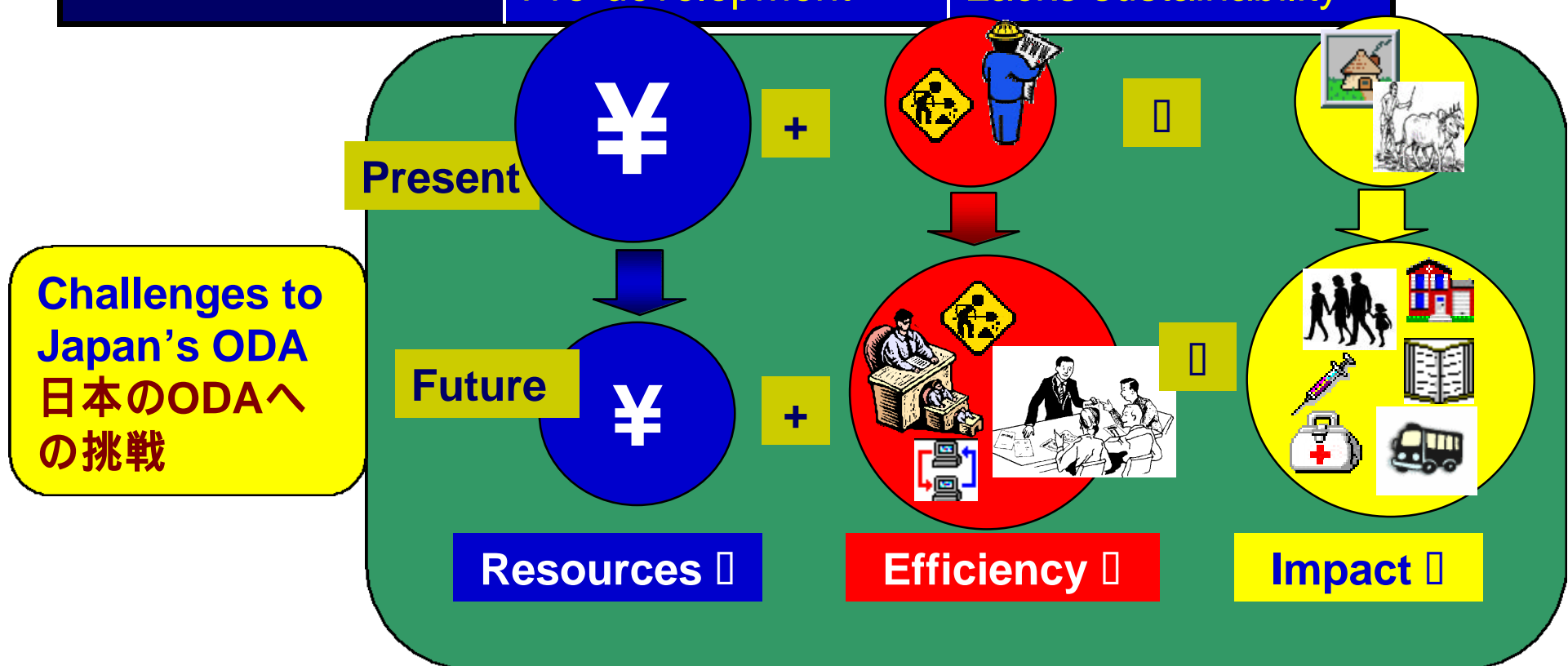
## Composition of net-ODA, 2000

- Bilateral Loan
- Bilateral Grant
- Multilateral ODA



# Main features of Japan's ODA 日本のODAの特徴

Policy 政策	Merits 利点	Demerits 欠点
Aid-on-request	Non-interference	Distorted priorities
High ratio of Loans	Ownership	Debt-burden
Multi-agencies	Specialization	Non-integrating
Hardware oriented	Pro-development	Lacks sustainability



# Direction of ODA Policy reform in Japan 日本のODA政策改革の方向

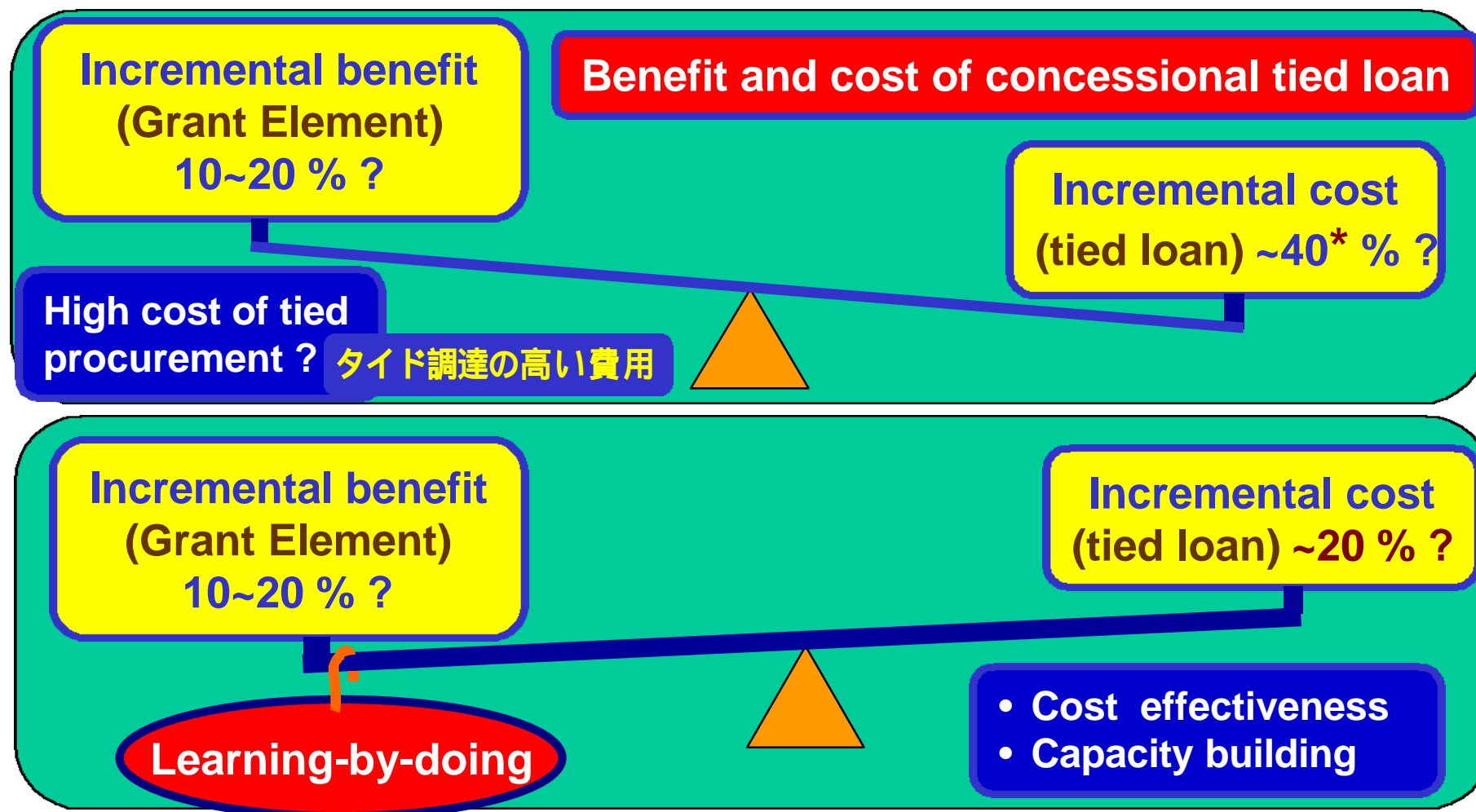
## Three-pillars of ODA reform (2<sup>nd</sup> Reform Report) ODA改革3つの柱 (第2次ODA改革懇談会の報告、2002)

1. ODA totally utilizing the feeling, intellect and vitality of Japanese people (**Participation of Japanese firms, NGOs, transparency and accountability**)  
国民の心、知力と活力を総結集したODA
2. Prioritized and effective ODA with a strategy (**country assistance program, sector strategy, donor coordination**)  
戦略を持った重点的・効果的なODA
3. Drastic improvement of ODA implementing system (**consistency, decentralization, flexible response, effective evaluation**)  
ODA実施体制の抜本的整備

# Japan's New ODA Tied Loan Scheme (from July 2002)

## Special Term for Economic Partnership (STEP) 本邦企業活用金利

Rationale: “to raise the **visibility of Japan's ODA** 「顔の見える援助」 through utilizing and **transferring excellent technologies and know-how** of Japanese firms”.



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# Transport policy agenda (i)

## 交通部門の政策行動計画

### 1. Infrastructure 社会基盤

- **Lack of Infrastructure**
  - ✓ National network
  - ✓ Urban transport
  - ✓ Rural transport
- **Long-term infrastructure development strategy**
  - ✓ Priority setting
  - ✓ Coordination with land-use plan
  - ✓ Linkage with regional development
  - ✓ Linkage with poverty reduction

# Transport policy agenda (ii)

## 交通部門の政策行動計画

### 2. Service Operation and Maintenance

#### サービス運営と維持管理

- Public transportation
- Poor maintenance
- Low operational efficiency
- Poor service standard

### 3. Institutional development 組織の設立

- Human resource
- Organizational set-up
- Laws, regulations
- Information and statistical system
- Research and analysis
- Capacity of consultants and contractors

# Transport policy agenda (iii)

## 交通部門の政策行動計画

### 4. Sustainability 持続可能性

- **Modal balance,**
- **Public transport**
- **Environment**
- **Financing sources**
- **Motorization, congestion**
- **Safety**
- **Equity and fairness**

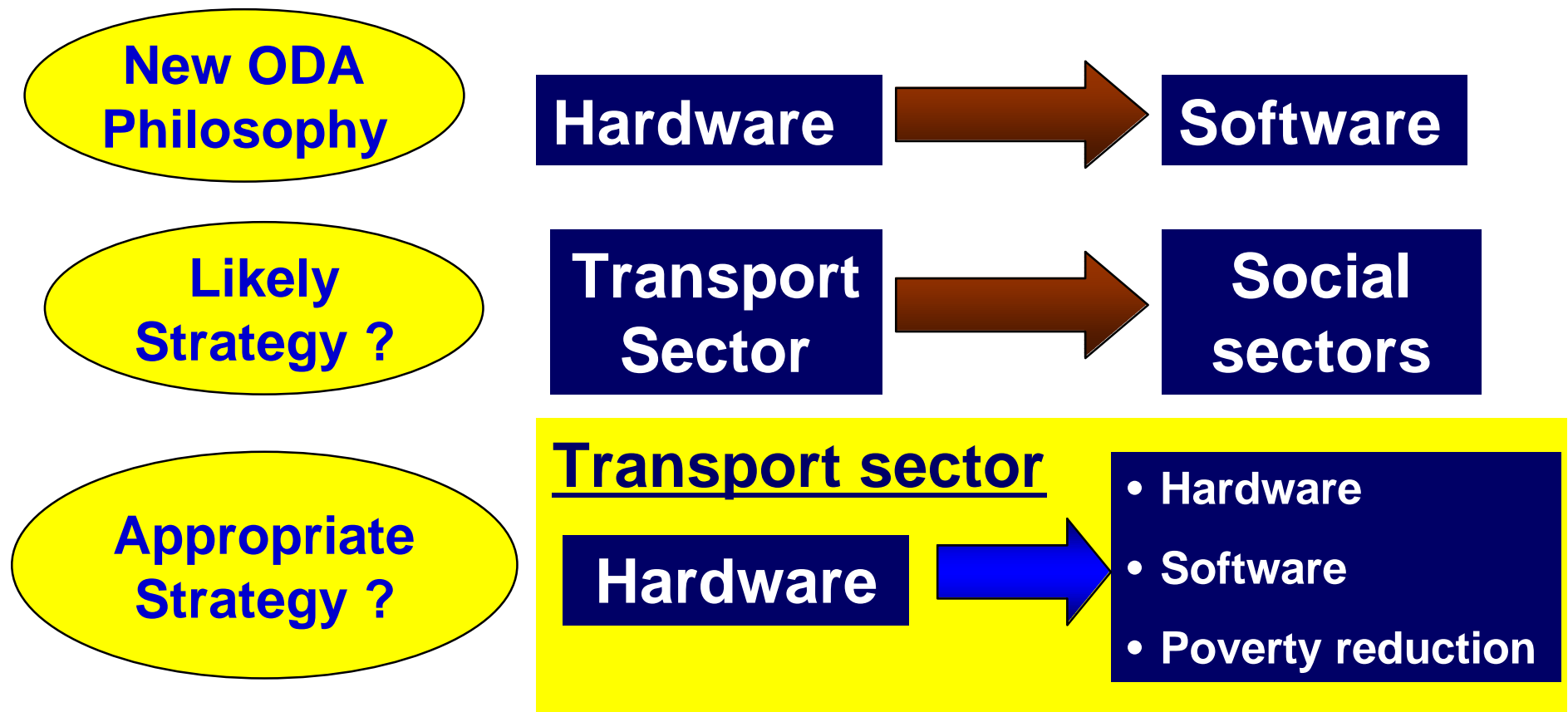
### 5. Cross-border or trans-Asian network

国際ネットワーク (eg Asian Highway Project □)

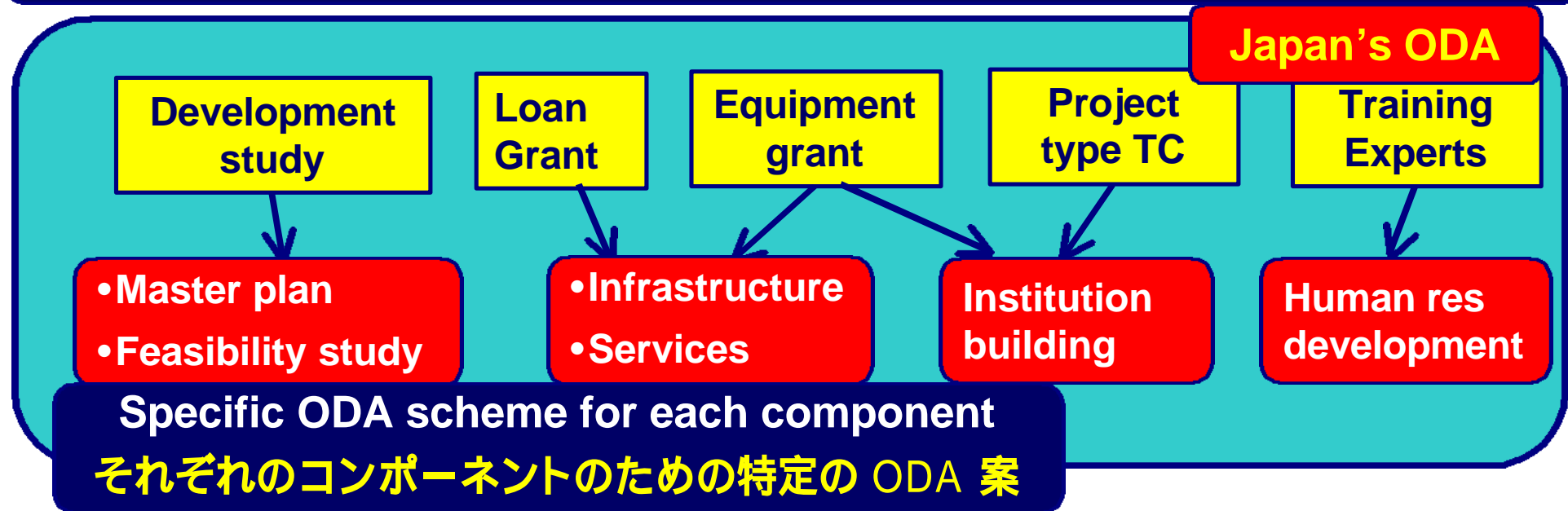
- **Neglected in individual country priority**
- **Institutional issues**

**Shift from Hardware to software.....**  
**ハードウェアからソフトウェアへ...**

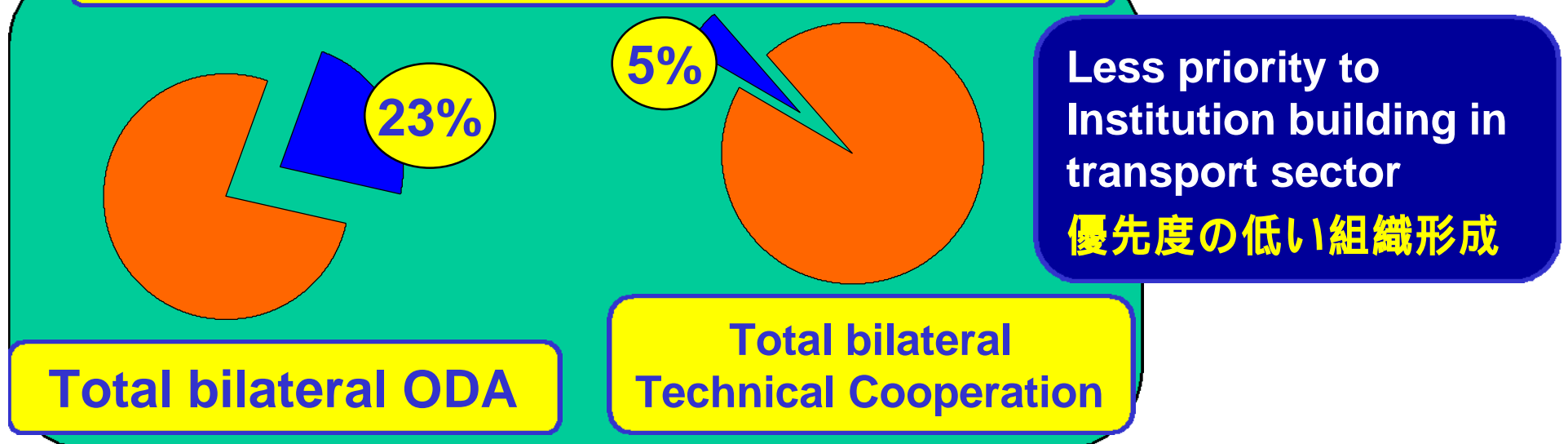
**Transport sector has both hardware and software elements**  
交通部門はハードウェアとソフトウェアの要素を含む



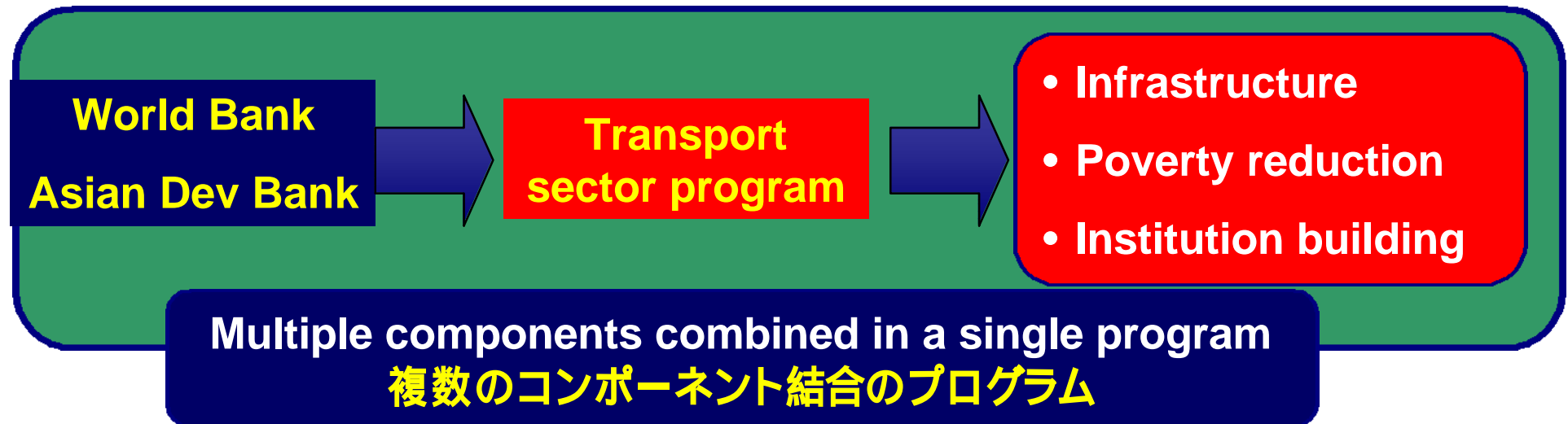
## ODA to transport sector agenda 交通部門の行動計画へのODAの対応



### Share of Transport sector in Japan's ODA, 2000



## ODA to transport sector agenda 交通部門の行動計画へのODAの対応



### Coordination among donors

- Transport sector level
- Program level
- Project financing level (co-financing)
  - ✓ ADB/WB loan + bilateral grants
  - ✓ In case of Japan, only JBIC loan for co-financing

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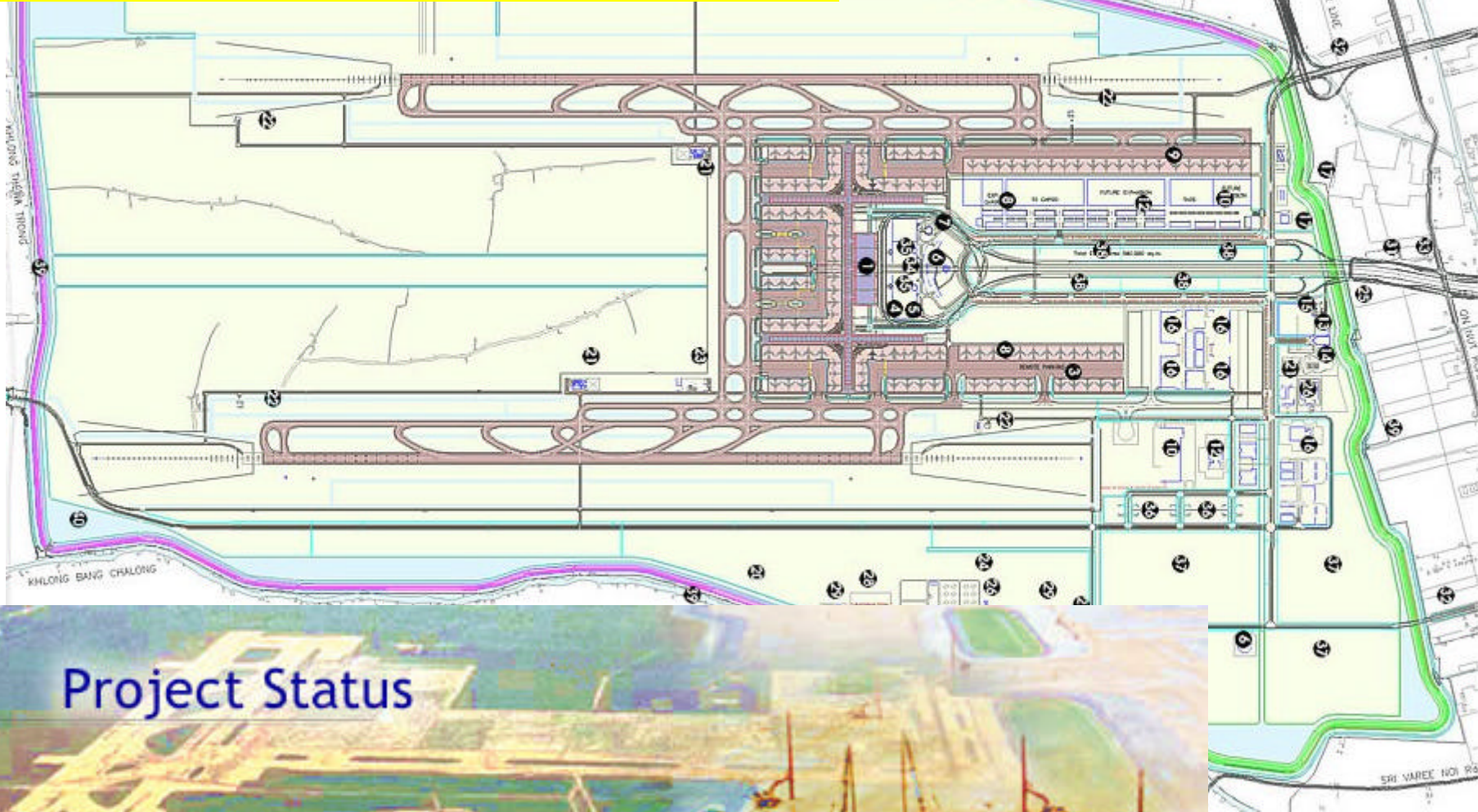
## Selected Examples of ODA Projects in Transport sector 交通部門におけるODA事業の事例

1. New Bangkok International Airport- JBIC Loan
2. Sindhuli Road Construction (Nepal)- Grant-in-aid
3. Vietnam Transport Strategy Study- Technical cooperation (Master Plan)
4. National Center for Transport Studies (NCTS), Philippines- Technical cooperation (Institution strengthening)



# 1. New Bangkok International Airport (NBIA)

- Planning started in 1960s, NBIA in 1995
- Highly relevant for ODA financing
- Total project cost **120 bilB**
- JBIC loan commitment **72 bB**

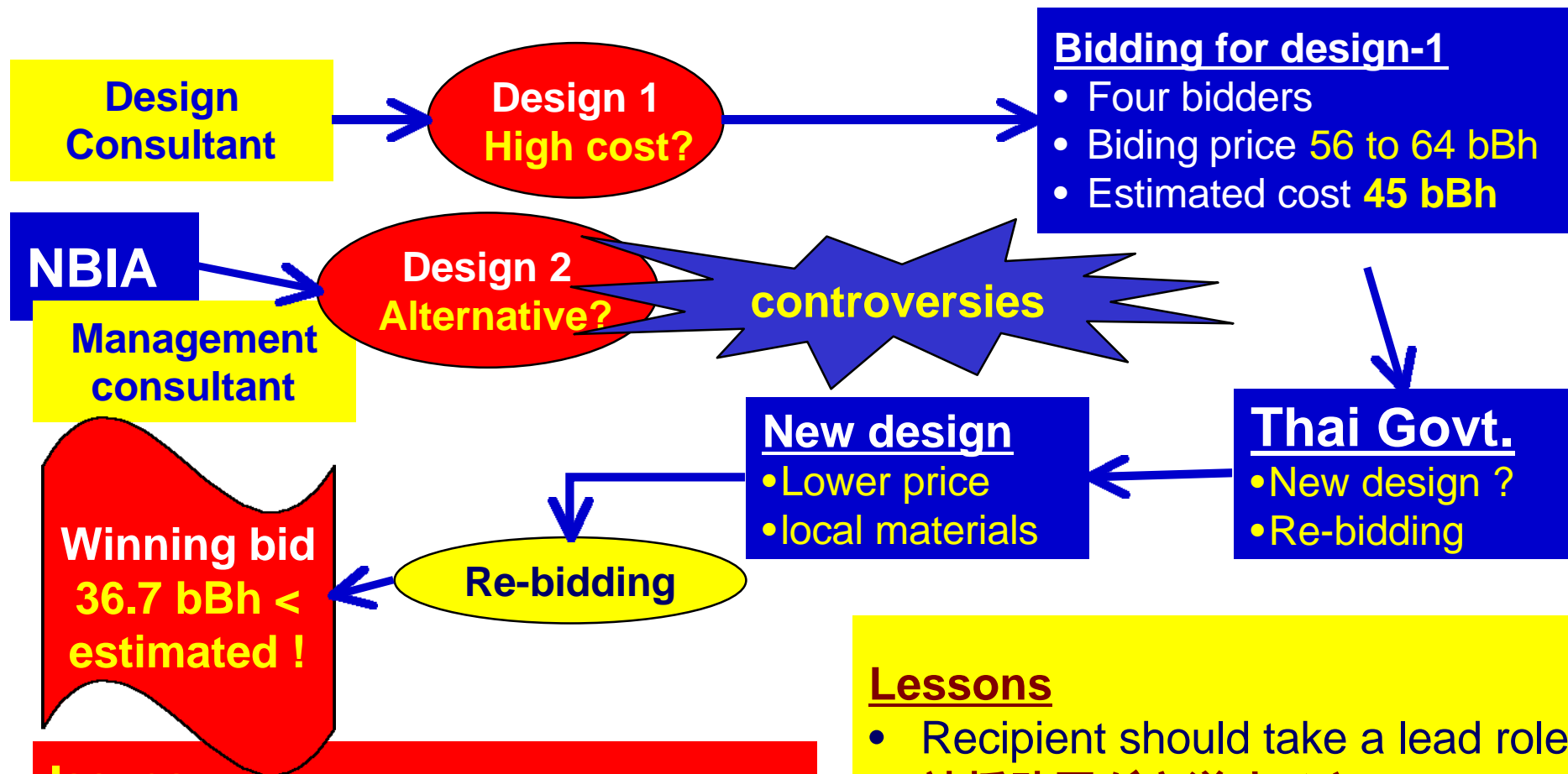


Project Status

Under construction

# 1.NBIA...

Bidding for Construction of Passenger Terminal and concourse  
乗客ターミナルとコンコースの建設を入札する



## Issues

- Corruption and transparency ?
- Positions of Thai govt, NBIA ?
- Role of donor (JBIC) ? Neutral ?

## Lessons

- Recipient should take a lead role  
被援助国が主導すべき
- Donor's role should be supportive  
援助国は支援にとどまるべき

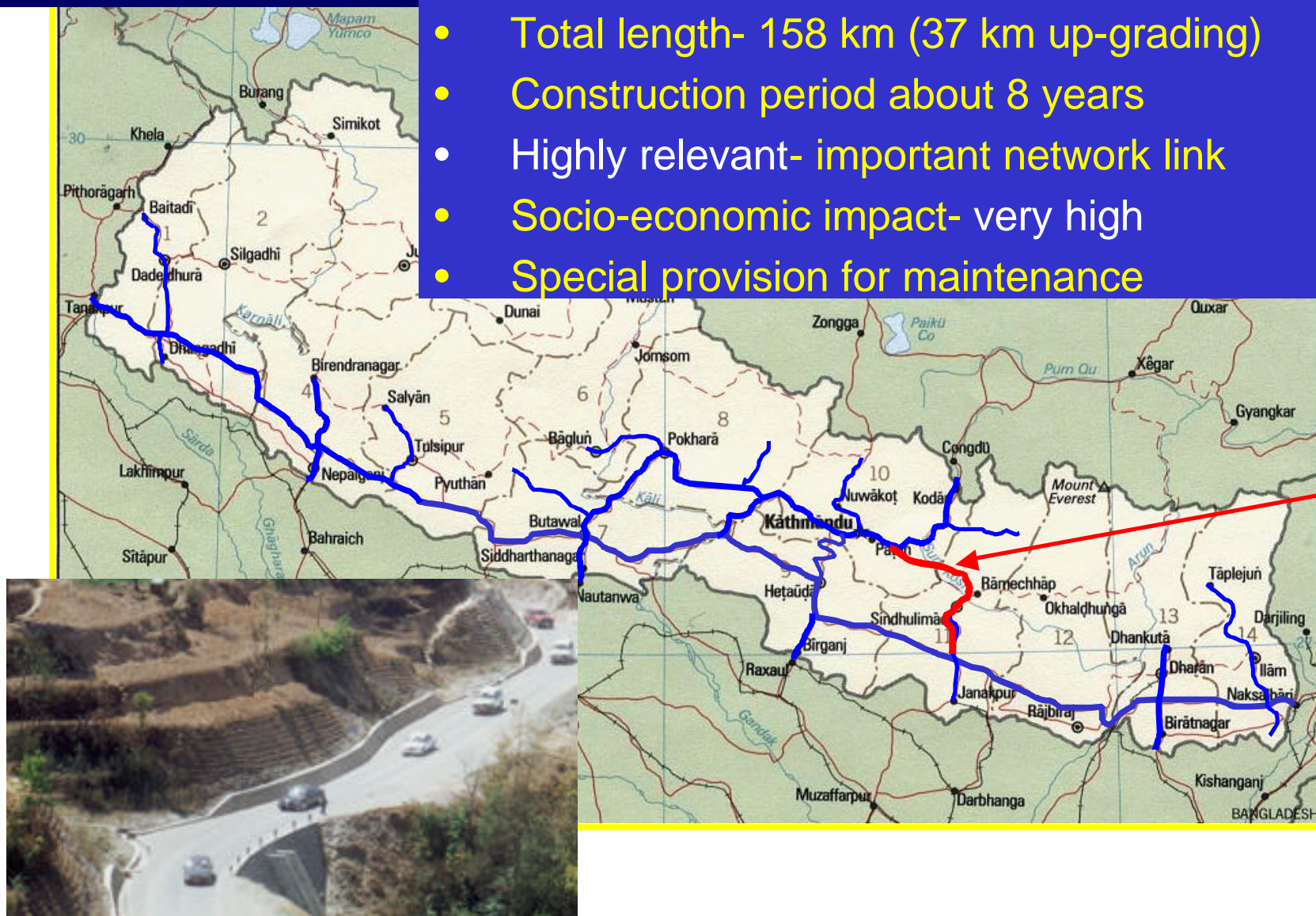


### 3. Shindhuli Road project, Nepal\*

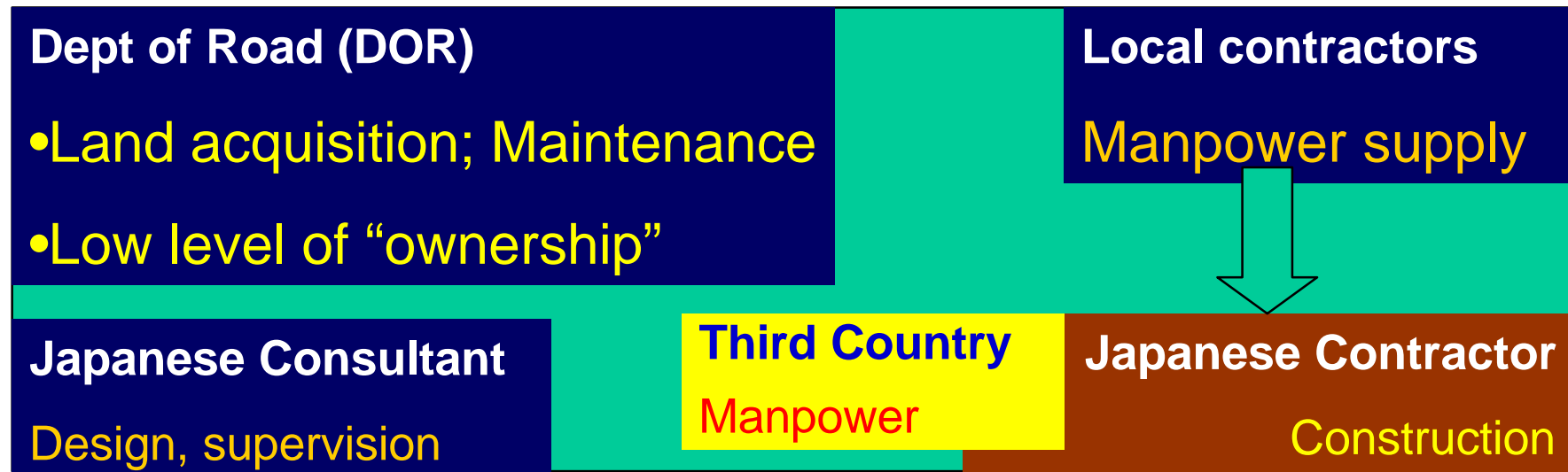
Type: Bilateral (Grant Aid)-on going

Background:

- Grant-in-aid, E/N signed in 1996
- Total length- 158 km (37 km up-grading)
- Construction period about 8 years
- Highly relevant- important network link
- Socio-economic impact- very high
- Special provision for maintenance



## 2. Shindhuli Road project, Nepal



### Issues:

- Potential for capacity building not fully utilized 能力開発
- Low design standard, 20-40 km/hr (as a National highway)
- Inappropriately high-tech retaining structure (sec II)
- High cost 高い費用 (over 2 times the locally constructed)
  - Due to lump sum contract ? 総価契約
  - High quality standard ? 高い質の水準
  - Procurement condition (tied to Japanese firm) 調達条件

## 4. VIETNAM'S TRANSPORT STRATEGY STUDY (VITRANSS)

**Type:** Bilateral (Technical cooperation)

**Background:**

- VN govt Requested in 1997 – JICA signed in 1998
- Collaboration with local research institute (TDSI)

**Impacts:**

- The strategy document serve as government policy document
- Acceptable to all stakeholders
- Japan side coordinated donor's meeting for transport sector

**Possible factors for success**

- High relevance, participation of local institutions, co-ordination with other donors, quality of the study
- **Lesson**- both output and process are important!  
成果と過程はともに重要である。

## 5. National Center for Transportation Studies (NCTS), University of the Philippines, Manila

**Type:** Bilateral (Technical cooperation)

### **Background:**

- Transport training center (TTC) in 1976
- JICA aid for 1992-1997
- TTC was upgraded to NCTS
- NCTS - a regular units of UP system
- Evaluation in 1996 - a successful project
- Extension of JICA assistance 1997-1999



National Center for Transportation Studies  
University of the Philippines, Diliman, Quezon City



### **Current Status**

- NCTS runs on its own
- Master degree course
- Research
- Regular training program
- Third-country training
- Seminars



## 5. NCTS, UP Manila contd.....

### **Possible reasons behind the success** 成功要因

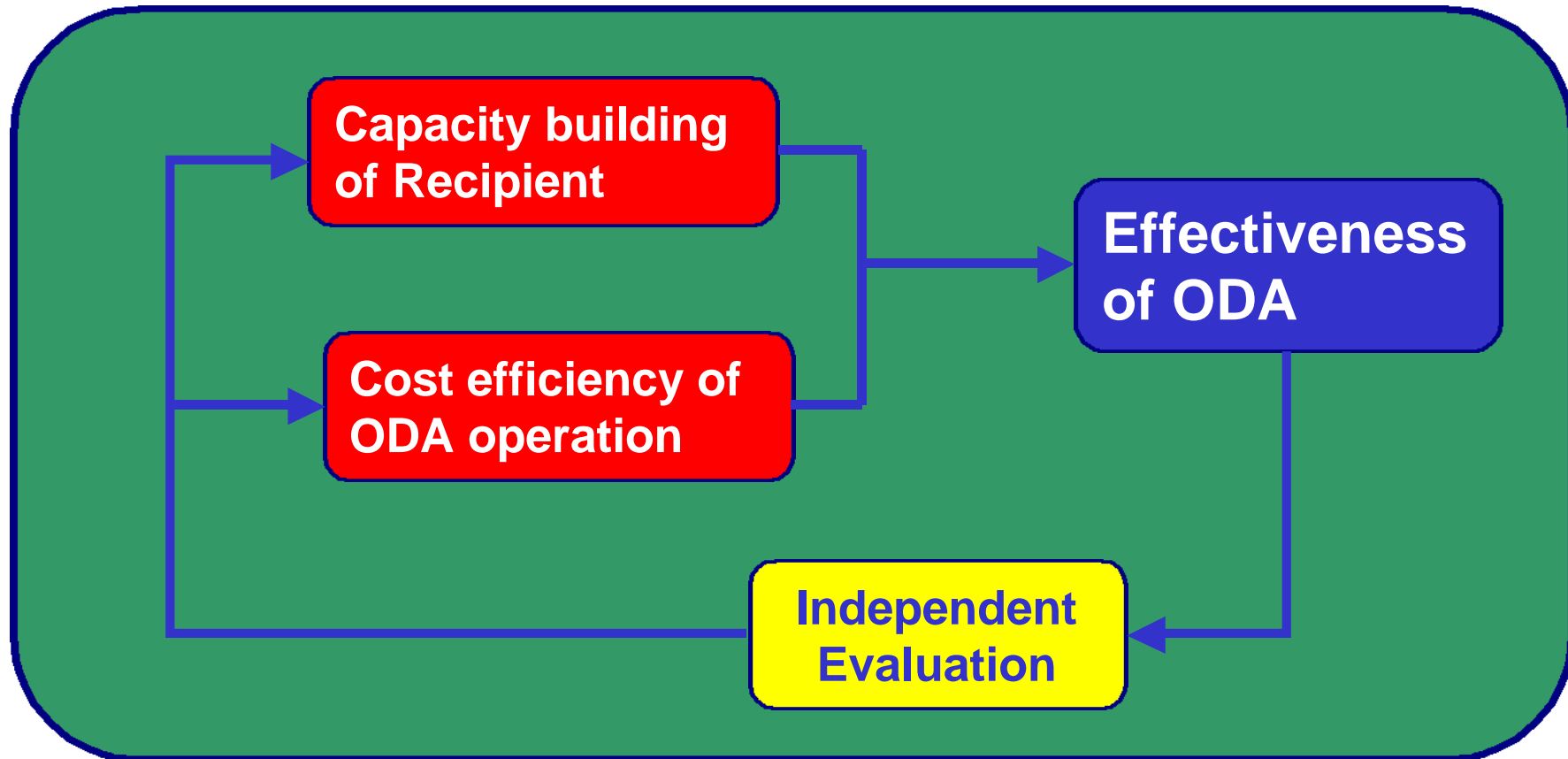
- Appropriate choice of institution 適切な組織
- Well integrated with existing institution 既存組織の統合
- Coordinated assistance 協調的支援
- High degree of ownership on the part of recipient  
被援助国のオーナーシップは高さ
- Carefully designed for sustainability 持続可能な制度設計
  - ✓ Accredited training institute by Civil Service Commission
  - ✓ Graduate courses and research
  - ✓ International training programs
  - ✓ Consulting services

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## Emerging **Issues**



# Project implementation and capacity building 実施と能力形成

## Issues: 論点

- **Emphasis only to disbursement and output** 支出と成果のみの強調
- **No incentive to involve local institutions** 地域機関の未活用
  - ✓ **Government agencies**
  - ✓ **Consultants**
  - ✓ **Contractors**
- **Specific ODA schemes for specific purpose** 特定目的のための制度

## Possible measures: 手段

- **Emphasis to a process of “Learning-by-doing”** 実施による学習の強調
- **Conditionalities for institutional reform**
- **Promote participation of local institutions** 地方機関の参加
  - ✓ **Guidelines**
  - ✓ **Contract provisions**
  - ✓ **Other incentives**
  - ✓ **Preference in bid evaluation (eg WB)**
- **Integration of different ODA schemes** 複数のODAスキームの統合

# Cost effectiveness in ODA operation ODA運営の効率性

## Issues:論点

- Price collusion among bidders 談合
- Lump sum contract- estimation biased to upper limit 総価契約
- Procurement conditions 調達条件

## Possible measures:手段

- Transparent and accountable bidding procedure 透明性
- Appropriate contract design (eg avoid lump sum) 適切な契約
- Separation of capital-intensive and labor-intensive works 資本と労働の分離
- Utilization of local manpower and materials 地域資源の活用
- Combination of material aid and free labor (for rural roads)
- Adopt optimal quality standard considering 最適な基準
  - ✓ Cost-effectiveness
  - ✓ Sustainability
  - ✓ Donor's image

## Issues:論点

- In-house evaluation- credibility ? 信頼性
- Survey methods- Recipient's biasness ? 受入国のバイアス
- Evaluation also for institution building effect 機関設置の効果

## Possible measures:手段

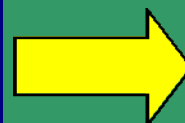
- Independent evaluation institution 独立評価機関
- Use of diverse methods to obtain information 情報取得
- Selection of both successful and failure projects 事例
- Success rating (A, B, C...) (ADB/WB) 評価基準
- Rating of consultant linked to evaluation result コンサルタント評価
- Promote evaluation research 評価手法の研究

# Summary of possible measures and expected impacts

## 施策と効果

### Measures 手段

- Country specific strategy
- Promoting local participation
- Emphasis to “learning-by-doing”
- Transparent, accountable bidding procedure
- Appropriate contract design
- Linking transport with poverty
- Integration of ODA schemes
- Independent evaluation
- **Intellectual leadership**
- Conditionalities for reform
- Partnership and coordination
- Appropriate technology



Cost efficiency  
Capacity building  
Enhance ownership  
Accountability



- **Improve overall effectiveness**
- **Contribute to poverty reduction**
- **Ensure sustainability**
- **Make donor’s “face” visible**



# Conclusion 結論

- The current policy direction- appropriate 現在の政策の方向は適切である
- Challenge- appropriate implementation mechanism ? 適切な実施方法は?
  - Incentive mechanism インセンティブ手法
  - Flexible guidelines ( promote “innovation”) 自由度の高いガイドライン
- Infrastructure investment still a priority- but should be supported by enhanced institution building.  
公共基盤整備の優先度はまだ高い - 整備を支える能力の高い組織が必要
- Emphasis to be given to
  - Participation recipient's institutions 被提供側の組織の参加
  - Learning-by-doing 実施を通じた学習
  - Coordination with other donors ドナー間の協調
  - Independent evaluation 独立した評価
- There is a need and also scope for an intellectual leadership by Japanese ODA institutions in transport sector 交通部門における日本のODA機関による指導が必要

## Tasks ahead 今後の予定

- Consultation with relevant institutions
- Identify ODA projects programs for detail case studies
  - ✓ Covering 3-4 countries (of different level of development)
  - ✓ Covering different ODA types
  - ✓ Both success and failure projects



### Recommendations

- Appropriate areas within transport
- Implementation procedure



Compare with practice of  
other donors where applicable  
他の援助国との比較